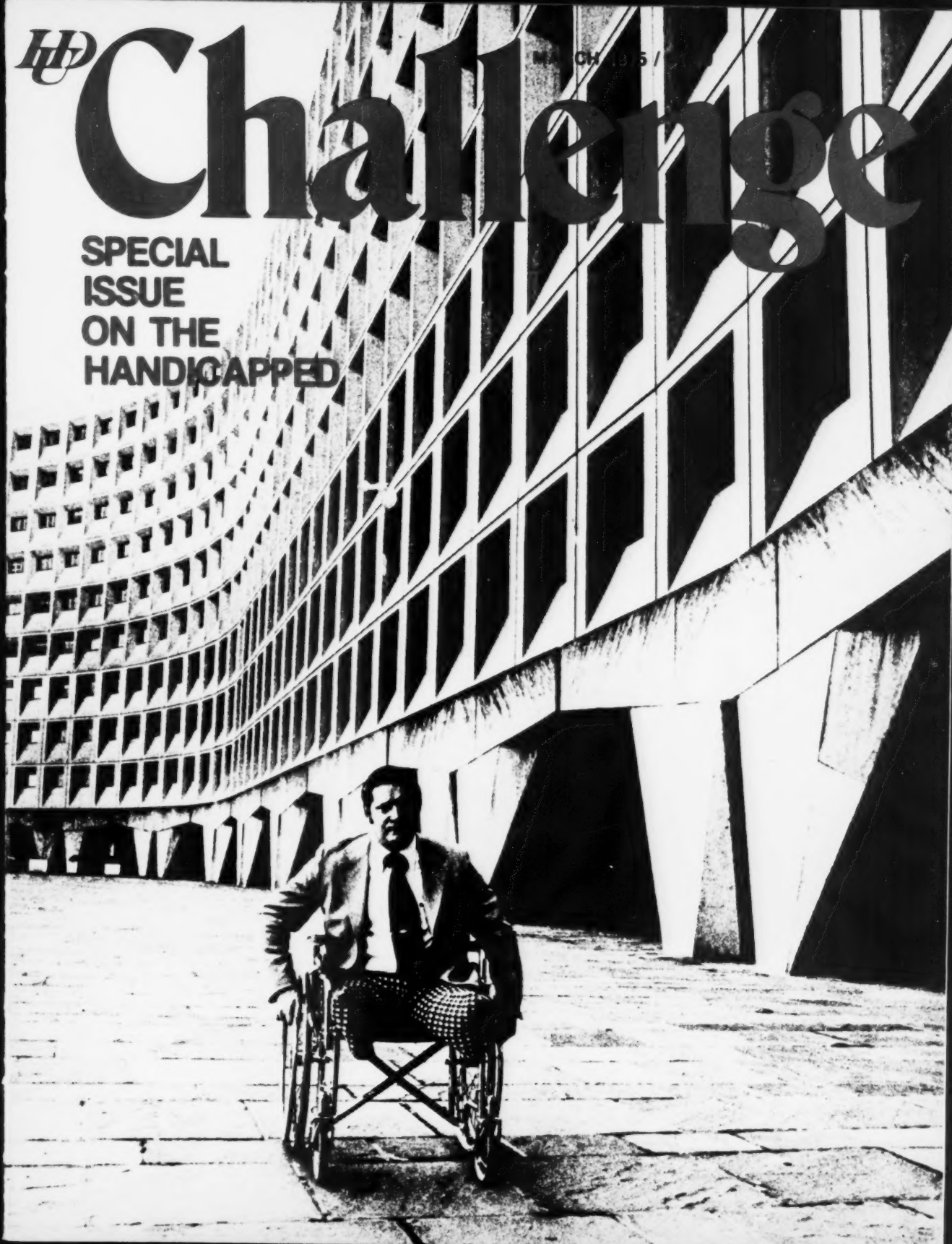


HD

NOV CH 1975 /

# Challenge

**SPECIAL  
ISSUE  
ON THE  
HANDICAPPED**



## TABLE OF CONTENTS

Volume VI, Number 3 / March 1975

- 2 HUD-Assisted Housing for the Handicapped
- 6 Housing & Community Development for the Handicapped
- 8 Ramon Was a Born Loser
- 14 Pike Place Market
- 17 A Home for Anyone
- 20 Outstanding Employee Nominated for Federal Award
- 22 Studies in Housing for the Handicapped
- 26 Opening the Door to Employment
- 28 Foreign Programs Provide for the Handicapped
- 30 Design for All Americans

## DEPARTMENTS

- 1 Looking Ahead
- 13 In Print
- 21 Notebook
- 33 Lines & Numbers

# Challenge

U.S. Department of Housing and Urban Development

The Assistant Secretary for Administration,  
Publications and Information Division, Office  
of General Services

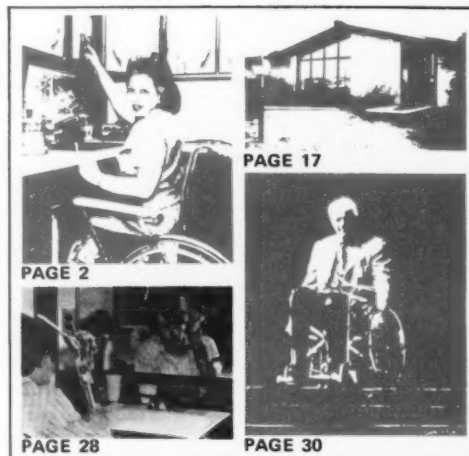
Evon H. Ervin, Editor  
Anya F. Smith, Associate Editor  
Wayne Eddins, Art Director  
Agnes Proctor, Production Assistant

Advisory Board: Fred W. Adams, Robert Blair,  
Burton Bloomburg, Bruce Conger, Roy Gast,  
Kenneth Holbert, Roosevelt Jones, Harold Keith,  
Morton Leeds, Lawrence Rubenstein, Ronald Weber

*HUD Challenge*, The official Departmental magazine, is published monthly by the U.S. Department of Housing and Urban Development. Use of funds for printing was approved by the Office of Management and Budget, August 28, 1973. *HUD Challenge* serves as a forum for the exchange of ideas and innovations between HUD staff throughout the country, HUD-related agencies, institutions, businesses, and the concerned public. As a tool of management, the magazine provides a medium for discussing official HUD policies, programs, projects, and new directions. *HUD Challenge* seeks to stimulate nationwide thought and action toward solving the Nation's housing and urban problems. Material published may be reprinted provided credit is given to *HUD Challenge*. Subscription rates are \$15.90 yearly domestic, and \$19.60 for foreign addresses. Paid subscription inquiries should be directed to: Superintendent of Documents, Government Printing Office, Washington, D.C. 20402. Manuscripts concerning housing and urban development are welcome. Send all editorial matter to: Editor, *HUD Challenge*, Room 4278, Department of Housing and Urban Development, Washington, D.C. 20410.

Statements made by authors do not necessarily reflect the views of the Department.

## IN THIS ISSUE:



**PAGE 2:** Lessons learned from the construction and operation of HUD-assisted housing for the physically and mentally disabled contribute to an expanding body of knowledge in this field.

**PAGE 17:** The importance of construction design that accommodates all levels of physical capability comes through in the words of Denver housewife, Jerry Winter, who, overnight, became a "high paraplegic" with no use of her legs and limited use of her arms.

**PAGE 28:** With the increase over the past 30 years in the number of handicapped people in Western Europe, outstanding advances are being made abroad to ensure adequate availability of facilities and services for the deaf, blind, mentally retarded, victims of accident and wars, and the disabled elderly.

**PAGE 30:** New phenomena, which include a longer life expectancy rate and a more active role of handicapped individuals in matters affecting them, are stimulating wider interest in a barrier-free environment and the legal considerations of equal access.

## NEXT MONTH:

Selected articles on a wide range of topics

**COVER:** HUD's Larry Kirk, a staunch advocate of barrier-free design, is shown leaving HUD headquarters en route to a Federal interagency meeting in Wash., D.C.

Photo by Joe Barcia

---

# looking ahead

---

## Handicapped and Elderly to get Transportation Aid

Recognizing that lack of transportation within their means is a particular hardship for the elderly and handicapped, HUD and the Department of Transportation are cooperating to improve transportation facilities for such residents in HUD-assisted housing. By agreement, HUD community services advisers will work with DOT officials to coordinate mass transportation services for elderly and handicapped persons with existing services; and DOT will make capital grants and loans to private nonprofit corporations and associations to assist them in meeting needs of elderly and handicapped persons where urban mass transportation systems are not available, insufficient, or inappropriate.

## Solar Heat

A solar-heated house is on exhibition at Towlston, a subdivision near the new town of Reston, Va., developed by the homebuilding firm of Miller and Smith. The firm estimates the solar heating equipment provides a saving over the use of forced air electric heat, but believes that the practical use of solar heating systems in the area is "at least 5 years or more down the road."

## Flood Disaster Protection

Under the Flood Disaster Protection Act of 1973, all floodprone communities must be identified by HUD, with flood maps indicating hazard areas. After July 1, 1975, or a year from the date the flood map is issued, whichever is later, the community must be enrolled in the program. Failure to do so will make the community ineligible for virtually any form of Federal or federally-related financial assistance for building purposes in the hazard areas. This includes all forms of loans or grants, including mortgage loans and disaster assistance loans, either from a Federal agency such as HUD/FHA, VA or the Small Business Administration or from banks or savings and loan associations.

## Tidal Energy

Using the ocean's tides to produce energy is contemplated by countries that are squeezed by rising oil costs, the Wall Street Journal reports. Tidal power stations are already in operation in France and, experimentally, in the Soviet Union. Engineering surveys are under way to discover feasible sites for tidal power stations in the U.S., Canada, and England.

## Urban Observatories

"Urban Observatories," which link university research resources to urban needs, are being set up in 10 small U.S. cities in a HUD-funded experiment designed to improve local decisionmaking on the whole range of physical, social and economic urban problems. The program has already been tested in 10 large cities. Extension to smaller cities will demonstrate whether they too can effectively use university research to solve their critical problems. Named to participate in the small-city phase of the experiment are: Allentown, Pa.; Anchorage, Alaska; Boise, Idaho; Bridgeport, Conn.; Charlottesville, Va.; Durham, N.C.; Garland, Texas; Hoboken, N.J.; Lake Charles, La.; and South Bend, Ind. Among the universities participating in various cities are: Duke, University of Virginia, Texas A&M, Notre Dame, Indiana University, University of Connecticut, Stevens Institute of Technology and Lehigh University.

## Noise Pollution

Reports from various parts of the Globe indicate that noise has joined the roster of environmental pollutants which people want outlawed. Arlington, Virginia, recently approved a comprehensive noise control ordinance modeled on programs in Chicago, Baltimore, and other towns. From Caracas, Venezuela, comes a report that ten percent of its 2 million inhabitants show symptoms of deafness caused by traffic noise. And a report from Vienna, Austria, tells of that city's law banning the use of power grass-cutting equipment in public and private parks and gardens, in a continuing drive against noise pollution.

## Conserving Energy

"Retrofitted housing" is the novel term used by the Federal Energy Administration to denote alterations that can reduce energy consumption in existing homes. The "retrofitted house" has been equipped with new and improved insulation, weatherstripping, storm windows, and other items that make it weathertight.

## Housing Design

Real estate analyst John B. Willmann forecasts the disappearance of the formal living-room and dining-room "one of these days," and their replacement by an informal, large family room with a space for dining. He says that the design has proven successful in at least one owner-designed house he observed recently.

# HUD-Assisted Housing for the Handicapped

By Morton Leeds

Thus far, HUD has helped develop seven buildings designed wholly or in part for occupancy by handicapped or disabled persons. An eighth building is nearing completion. Having visited each of the buildings, I believe the lessons learned from their construction and operation can contribute meaningfully to accomplishment and progress in this field.



Resident of Vistula Manor proudly shows off apartment's design features.



## Vistula Manor

The first of the public housing for handicapped people was developed in Toledo, Ohio. Vistula Manor, with 164 units, opened in 1967, was intended to be occupied half by the handicapped, the remainder for the elderly. When it opened, only 17 units, or ten percent, were occupied by handicapped. Since then the percentage has risen about 2 percent per year, so that even today fewer than 30 percent of occupants are handicapped. The building borrowed from designs of Dr. Howard Rusk's Rehabilitation Institute of New York, and featured lowered mirrors, sliding doors, shallow adjustable kitchen sinks, raised electrical outlets, a single water faucet control, a lap board 27 inches from the floor, and a bathtub with a seat at one end. For several years, six units were leased to the Goodwill Industries, right across a highway adjacent to the building, but neither the nearby presence of Goodwill nor the use of the apartment units developed any significant administrative links between the two.

## Pilgrim Tower

This building was sponsored by the Pilgrim Lutheran Church of the Deaf in Los Angeles. Opened in 1968, the 112 units were built with a Section 202 Direct Loan,

with the aim of serving primarily the deaf and hard of hearing. As a result, some seven out of every eight current residents fall into this category. Architecturally, the building is designed essentially for the elderly. However, once it was built, the sponsor developed a significant signalling system that has been studied frequently since then. It begins with a control panel in the manager's office, with indicators for each apartment. The panel turns on 6-inch high lights in each apartment, with the brightness of a 100 watt bulb, pulsing on and off, to indicate that the



Two-way signalling system in Pilgrim Tower featuring control panel (left) and closed-circuit TV



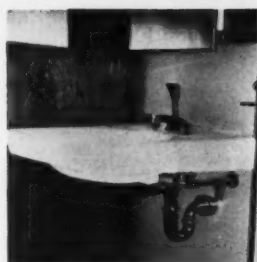
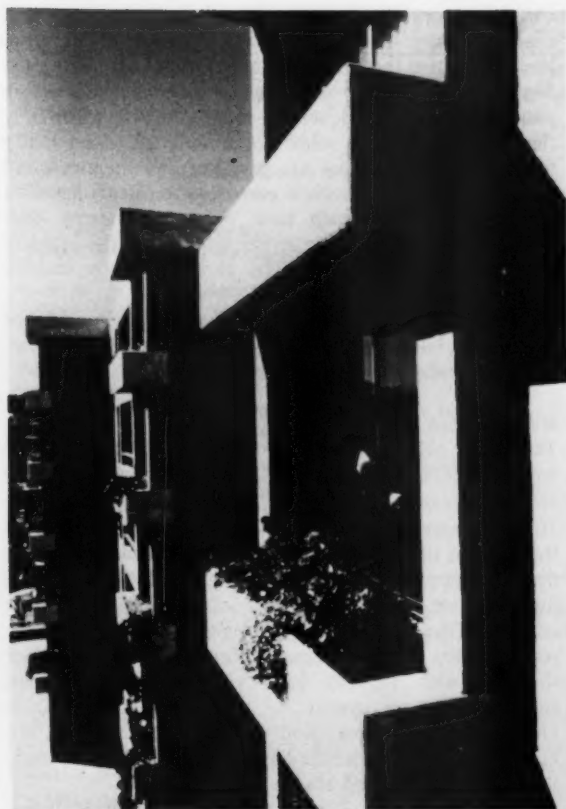
manager is signalling. Upon seeing this, the resident turns the TV on to a closed channel, and there, monitored by an office TV camera is the manager, signalling in the sign language of the deaf. This unit prevented serious trouble on one occasion, when a fire broke out on an upper floor, and the residents were led out without any trouble or fuss. The residents, in turn, can use a part of the system for reverse signalling, by buzzing the office, and a light on a panel as well as a buzzer, goes on. Cost of the entire system was \$22,000, but this could have been less if it had been installed during construction.

The large community room on the ground floor presents a graceful, fascinating spectacle, with residents signalling to each other in sign language in total silence. The degree of personal interaction is high, but the building's sound level is, of course, very low. Building personnel, of course, can all use this sign language. The process suggests that certain forms of handicap and disability can be improved by this kind of social grouping, where there is a benefit from the interchange that derives from the handicap.

## Center Park Apartments

This Seattle, Washington, project opened in October 1969, with 150 units, all for the handicapped. Here the architects carefully studied the lessons of Vistula Manor, adding a number of needed features. They provided elevators that were large enough to hold six wheelchairs; electric door plates for entrances; sink faucets at the side of the sink; adjustable sink counters; folding closet doors; higher electric outlets; emergency door pulls or wands; sliding bedroom and bathroom doors; lever door handles useful for arthritics and persons with hand, arm and shoulder limitations; ball-bearing kitchen drawers.





Center Park—Exterior design (above) and interior design featuring faucets at side of sink (left)

This public housing project was additionally sponsored by the Seattle Handicapped Club, which ultimately helped fund a day center building adjacent to Center Park. This provides space and facilities for a wide range of community activities. There is an attached 18-car garage in Center Park, which is very useful for residents with certain more limiting physical conditions.

#### Walter B. Roberts Manor

The only project for the blind under HUD programming was opened in 1969. It's a small, 42-unit building developed under the 221(d)(3) program, in Omaha. The local Association for the Blind sponsored this building, which is not design modified in any way to accommodate blind persons. The only items adaptive to the needs of the

blind are pieces of Dymo tape placed next to the elevator buttons, and the washer and dryer keys with letters punched out in Braille. Names on mail boxes and on doors are punched out on the tape in English. The building, in essence, represents the philosophy that the blind should adapt to the techniques of the sighted, but one could raise the question whether this applies in a building devoted largely to the blind and the partially sighted. Thus, one must examine the further question: are there disabilities which, when grouped, produce additional difficulties in living?

#### Highland Heights

Highland Heights opened in 1970, under the aegis of the Fall River (Mass.) Housing Authority, and with the very strong assistance of the adjacent Hussey Hospital. This rehabilitation hospital helped to provide an orthopedic orientation to the 208 unit building, that has made it almost the housing component of a very effective, if older, medical facility. The two buildings are connected by an underground causeway, but more important, the hospital provides staffing for the building's clinic, and medical services across a wide range, for the residents. In turn, hospital patients, once they are rehabilitated, can be admitted to the building, when vacancies occur.



Highland Heights—center of community activity around needs of handicapped

Highland Heights has all of the features of Center Park, but also provides handrails; lowered toilet seats convenient for wheel-chair users; correctly located phone jacks; external elevator indicators; convenient light switches; smooth internal walls; adequate sleeping areas in the efficiencies; and excellently designed public space.

Highland Heights also provides a unique emergency feature: when the emergency switch in the bedroom or bathroom is activated, a light goes on outside the apartment; a bell rings on the floor; gongs go off in the ground floor clinic and the Rehab Clinic at the Hussey Hospital.

Even more significant than the design is the operation of the facility. It has become a focal point of community activity around the needs of the handicapped and elderly, with a host of community services pouring in to meet

resident needs. So, for instance, the Fall River Council on Aging is located in Highland Heights. Hot meals programs, surplus commodities, aid referrals, all have emerged, as a result of this presence. But in addition, the District Nursing Service, a Golden Age Club, social workers, therapists, a sewing group, arts and crafts, beauty and barber shop, choral and music groups, all have become part of resident services, whether provided by the Hussey Hospital, outside agency service, volunteers, or simply the normal social interaction that appears in a healthy social organism. Thus, despite the unusual range of physical limitations of the residents, their effective functioning is at a high level because of fine building programming.

### New Horizons

This 100-unit project opened in July 1972, in Fargo, North Dakota. The architects visited all the prior projects, analyzed all the design problems covered previously, and came up with what probably is the best physical structure for the handicapped in the United States. Rooms are ample, bathrooms are well laid out, shallow sinks arranged so that wheel chairs can be moved underneath comfort-

ably; three central tub rooms are available for those who need assistance in bathing; smoke detectors and a sprinkler system are installed; wall ovens provide a side hinged door and a pull-out shelf below the door; there is a pull-out cutting board, with a mixing bowl cutout. Only the elevators and the rehab room are small. Community facilities in the building are excellent and there is a full joint kitchen, from which a number of residents have hot meals delivered at lunch time, through a nearby meal service. A shopping center exists right across the highway in front of the building. The parking area is entirely covered.

In brief, the building was designed primarily with the wheel-chair bound person in mind, and, except for elevators, is a profound success in this regard.

### Independence Hall

This is the behemoth of the projects for the handicapped, with 292 units on two floors. Opened in January 1973, in Houston, Texas, it is a two-story, sprawling complex, on a 10-acre site, with garden-type, interconnected buildings, in the form of three diamonds, linked at their sides. Two long double ramps, centrally located, lead to the second floor, but there are also two small elevators at each end of the complex. The project includes lever door handles, floor plate openers at several locations for public doors, drive-in showers, with support bars, wide doors throughout, emergency buzzer system to the main office, shallow kitchen sinks, with space underneath for wheel chairs, low kitchen shelving, under-the-burner oven, crafts and workshop space, library and sewing room.

Independence Hall is unique in that Goodwill Industries sponsored the project; it has close ties to the Goodwill plant; many employees are housed; and most significant, everyone who runs the building is handicapped, including administrative, clerical, and maintenance

An "accessible" kitchen in Houston's Independence Hall



Design excellence for wheelchair-bound at New Horizons

### Housing Projects for the Handicapped

Name	Location	Sponsor	Year Opened	Cost	Size/Group	Specially served
Vistula Manor	400 Nebraska Avenue Toledo, Ohio 43602	Toledo Met. Hsg. Authority	1967	\$3,800,943	164	Handicapped and elderly
Pilgrim Tower	1233 South Vermont Ave. Los Angeles, Ca. 90006	Pilgrim Lutheran Church of the Deaf	1968	\$1,723,000	112	Deaf and hard of hearing elderly
Center Park Apartments	825 Yesler Way Seattle, Washington 98104	Seattle Housing Authority	1969	\$2,596,421	150	Handicapped and elderly
Walter B. Roberts Manor	1024 South 32nd St. Omaha, Nebraska 68105	Omaha Association for the Blind	1969	\$ 422,900	42	Blind and partially sighted elderly
Highland Heights	1197 Robeson Street Fall River, Mass. 02722	Fall River Housing Authority	1970	\$2,942,204	208	Handicapped and elderly
New Horizons	2525 North Broadway Fargo, N. Dakota 58102	Fargo Housing Authority	1972	\$1,947,875	100	Handicapped
Independence Hall	Airline Dr. at Burrell St. Houston, Texas	Goodwill Industries	1973	\$3,179,800	292	Handicapped and elderly
Creative Living	445 W. 8th Avenue Columbus, Ohio 44113	Creative Living, Inc.	1974	\$ 333,100	18	Quadri- and paraplegics

staffs. There is also a strong link to available hospital and medical services, to say nothing of the normal social services utilized by the Goodwill process.

#### **Creative Living**

This building in Columbus, Ohio, is unique as the only one designed for paraplegics. Built on land leased from Battelle Memorial Institute for \$1 a year, this Section 236 project, opened in October of 1974, is a barrier-free 18 unit one-story building, designed for the wheel-chair bound person, with additional difficulties in arm movement, as well. Doors are pressure-activated; special plumbing features are required; kitchen cabinets are 30-40 inches off the ground; electrical outlets are about 30 inches high; door openings are never less than 32 inches wide; clothes racks no higher than 48 inches. One section of the building has a dayroom for students from the adjacent Ohio State University Medical School, who work as attendants on an hourly basis, serving the mobility needs of the residents. These range from toileting and dressing in the morning and evening, to turning them, to avoid bedsores, at night.

Creative Living is a by-product of a particularly fine Department of Physical Medicine at Ohio State. Here paraplegic and quadriplegic patients are rehabilitated to the point where they use powered wheel chairs and speakerphones, press buttons, dial phones, dictate letters, and perform all kinds of light office and daily activity, as if they were the completely normal actions of totally paralyzed persons. It is a tribute to brains, ingenuity, persistence, professional skill, and above all, superhuman faith.

#### **The Lessons So Far**

With only seven projects operating to date, experience is still somewhat thin, but certainly some lessons have been

learned. New program applicants should always be referred to HUD Central Office development and management staffs, for advice on prior design and operating experience regardless of program sponsorship. As far as the handicapped are concerned, whether a project is publicly or privately sponsored is ultimately irrelevant. What the applicant really wants to know is whether the building works and is effective in meeting the handicapped's daily living needs. As architects study the newer buildings carefully, they will be aware of what has worked well. Preconceptions will be replaced with fact as operating experience is studied. Size, location and ties to the community are critical in making a building meaningful for persons who require more than just a place to eat and sleep. Management must be extremely sensitive to a resident group with needs and demands greater than usual. The automatic assumption that elderly and handicapped belong together, because of legislative wording must be challenged. Each group will candidly present the difficulties of bridging a generation gap that is just as real as those encountered by individuals with full physical faculties. Conversely, there is no reason to assume that younger handicapped persons must always live with each other in a building devoted to that purpose alone. If anything, there is profound strength in the argument that architectural design can make one or more lower floors of a building fully useful to the handicapped, so that they can live among their peer group, to share the community experience. Ultimately, of course, they should be able to live in adapted housing anywhere, as all facilities are designed for full accessibility to everyone, regardless of handicap or disability.

*Mr. Leeds is Director, Special Concerns Staff, in HUD's Office of Housing Management.*

# Housing and Community Development for the Handicapped

By Robert Sykes

In August 1974, President Ford signed into law the Housing and Community Development Act of 1974 (42 USC 5301), an Act with significant provisions for handicapped persons.

The Act authorizes \$11.3 billion to States and local governments, of which \$8.6 billion is allocated for community development activities, \$287 million for comprehensive planning, \$2.2 billion for urban and rural housing, and \$680 million for housing research. Title I of the Act consolidates several HUD categorical programs: Urban Renewal-Neighborhood Development Program, Model Cities, Water and Sewer Grants, Neighborhood Facilities, Public Facility Loans, Open Space Land, and Rehabilitation Loans. Title II adds a new Section 8 which replaces the Section 23 Leased Housing Program. While benefiting all Americans, the Act includes provisions which focus specifically on the needs of the handicapped.

**Title I—Community Development** makes two significant advances. First, any new facility constructed with the \$8.6 billion of Title I funds must conform to the standards set forth in the Architectural Barriers Act of 1968 (42 USC 4151), a major step toward eliminating "architectural discrimination" against the handicapped. Second, the 1974 Act broadens this impact by including, as eligible activities, projects which involve existing public facilities, specifically: "... special projects

directed to the removal of material and architectural barriers which restrict the mobility and accessibility of... handicapped persons."

## Kinds of Projects

What kinds of special projects may a community undertake to eliminate accessibility barriers? Title I funds may be used for structural additions to buildings to help persons with mobility, manual, visual or auditory impairments. For example, elevators or rest rooms in public buildings could be adapted to the requirements of the handicapped; railings to prevent falls or special lighting to reduce glare for the partially blind could be installed; and, sheltered workshops could be provided within neighborhood facilities. Other projects might include grading of pedestrian ways to eliminate steps, ramps at street corner curbs, and eliminating drainage grates hazardous to wheel chairs. Benches in public areas would help persons with mobility problems (serving pregnant women, small children and the elderly as well). Trash receptacles, drinking fountains, and public telephones at wheelchair height are other possibilities. Funds also might be spent on special recreation areas for the handicapped with swimming pools that accommodate wheelchairs, or campgrounds, wooded trails, fishing and boating docks that provide barrier-free accessibility.

Title I funds may be used for public services not otherwise available, if necessary to support the activities assisted under the Title: services such as day care or braille instruction in a neighborhood facility, or the salary of a life guard at a

public swimming pool for the handicapped. Funds can pay for the non-Federal share of other Federal grant-in-aid programs undertaken as part of the community development program, thus extending the range of Federal social programs serving the handicapped.

Discretionary grants are available for innovative projects which encompass concepts, systems, or procedures that are unique; significantly advance community development technology; and have the potential for transferability to other communities. Finally, Title I requires a plan estimating the housing needs of lower-income handicapped persons, examining the condition of the housing stock, establishing a realistic annual goal for new and rehabilitated units, and determining their distribution.

## Citizen Support

How may local citizen groups concerned with the needs of the handicapped tap the community block grant resource? The Act requires that a community provide its citizens with adequate information concerning the amount of funds available for community development activities and the range of activities permitted. The community must develop a plan for citizen participation, must hold at least two public hearings to obtain the views of citizens on community development needs, and must provide an adequate opportunity for citizen participation in developing the application and its amendments. The final determination of application content rests with the official governing body of the community. Citizens may recommend, but not demand, that



particular projects to aid the handicapped be included, and must compete in this regard with other special interest groups within the community.

Citizens supporting the interests of the handicapped can monitor programs of new construction to insure that they conform to the requirements of the Architectural Barriers Act, and can encourage affirmative action for the employable handicapped in filling jobs generated by the grant.

Under *Title IV—Comprehensive Planning*, funds may be used to develop and implement a comprehensive plan, and to develop a management and policy-planning evaluation capability. The plan must include a housing element which promotes the realization of a decent home and suitable living environment for every American family, and a land use element which addresses significant land use problems. Both elements offer opportunities for determining community development goals and policies for the handicapped, including locational alternatives such as sites for schools for the deaf, playgrounds for the blind, homes for the mentally retarded, vocational rehabilitation centers, and Title I facilities serving the handicapped. A portion of the funds under Title IV may be used for research and demonstration projects that serve the needs of the handicapped.

Citizens must be notified and involved in developing and modifying the plan, although final determinations, as with Title I, are made by the official governmental decision-makers.

*Title II—Assisted Housing* makes several provisions for aiding the handicapped. Section 7 encourages public housing agencies to design, develop, or otherwise acquire housing to meet the special needs of handicapped persons and, wherever practicable, to be used as congregate housing, with a central dining facility. Congregate housing is restricted to 10 percent of all public housing annual contributions contracts.

Section 8 provides assistance payments to owners of existing dwelling units, to developers, and to public housing agencies for constructing or substantially rehabilitating housing projects in which some of the units are for lower-income families, including the handicapped. The payment equals the difference between 15-25 percent of the family's gross income and the gross rent the owner receives for his occupied unit.

Under Section 209, HUD ensures that special projects for the handicapped, authorized in the United States Housing Act of 1937, meet acceptable design standards and provide quality services and management consistent with occupants' needs. These projects must be equipped with "related facilities" (as defined in Section 202(d)(8) of the Housing Act of 1959) necessary to accommodate the special environmental needs of the handicapped. The projects also shall support, and be supported by, applicable State plans for comprehensive services under Section 134 of the Mental Retardation Facilities and Community Mental Health Center Construction Act of 1963 or State and area plans under Title III of the Older Americans Act of 1965.

Section 210(f) revises Section 202 of the Housing Act of 1959 by requiring that Section 202 housing and related facilities for the handicapped support, and be supported by applicable State and local plans providing a range of necessary services for handicapped persons. These include health, education, welfare, recreation, homemaker services, information, counselling and referral. Transportation to such services also must be provided. Section 202, in conjunction with Section 8, should offer substantial benefits to the handicapped. The definition of "handicapped" has been broadened to correspond with that contained in the Developmental Disabilities Services and Facilities Construction Amendments of 1950.

Section 311(g) provides authority for mortgage insurance covering multifamily housing projects with congregate facilities including the handicapped.

Citizen participation requirements in housing are covered under Title I.

*Title VIII—Miscellaneous* Section 315 permits HUD to undertake and evaluate special demonstrations to determine the housing design, housing structure, and housing-related facilities and amenities most effective or appropriate to meet the needs of the handicapped.

The new Act provides a number of opportunities for eliminating discrimination against the handicapped in both housing and community development. Local governing bodies and citizens groups should contact their HUD area office for further details.

*Mr. Sykes is deputy assistant to the Secretary for the Elderly and the Handicapped.*

# Ramon Was a 'Born Loser'

By Jack Harwell

Little is known of his early childhood, except that he was one of 14 children and is mildly retarded. Individual attention, supervision and discipline were lacking in his home life. He struggled in school, learned to read and write, tell time and count money, but gave up after the ninth grade. By the time he was 15, Ramon was in trouble.

He stole money from a neighborhood bar, broke into homes, stole furniture, and damaged property. He was arrested for the possession of marijuana and spent 30 days in jail. He then entered the Las Vegas (N. Mex.) State Hospital and the Los Lunas Hospital and Training School.

Four months ago, Ramon moved into a group home and halfway house operated by the Albuquerque (N. Mex.) Association for Retarded Citizens. Since then, he has demonstrated an amazing change of attitude and behavior. He has become a leader. He motivates and organizes other residents in housecleaning, teaches them to cook, and supervises meal preparations. He now has a driver's license and a certificate from the New Mexico State Defensive Driving School and is currently employed at a service station parking lot. On two recent occasions he protected women residents from potential danger and harm. The manager of the home says this concern for others has been demonstrated several times.

Ramon now has the will to succeed but his problems are not over yet. He can be easily influenced and manipulated by his peers. He will need continuing guidance and support in making decisions and understanding the pressures of community living. Given the right circumstances and environment, Ramon can be a winner.

## Group Homes

The group home in which Ramon lives is one of several now in operation or planned by the Albuquerque Association for Retarded Citizens. To date, the Association has leased nine two-bedroom apartments from the Albuquerque Housing Authority and has converted them into group homes for 16 adults. Two of the adults are engaged in a high school work study program; 14 are employed in a sheltered workshop or have local jobs.

In cooperation with the New Mexico Department of Hospitals and Institutions, the Association hopes soon to open two additional group homes in HUD-assisted projects. The construction of additional group-living homes is under consideration.

BELOW—Employed full time, John Robb is former resident of Denton State School.  
RIGHT—In Dallas, Mrs. Irma Alonzo reads to girl enrolled in city's program.

The Albuquerque program is part of a larger effort now underway in various parts of Texas and New Mexico, where the Dallas Area Office of HUD is bringing its resources to bear on the problems of individuals who are mentally, physically or emotionally handicapped. To date, the Dallas office has approved the construction of four Extended Living Homes, the leasing of two day care centers, and three apartments. These facilities will serve a total of 495 handicapped or disabled people in seven Texas cities.

Additionally, Dallas has approved the leasing of 29 day care or community centers for programs serving low- and moderate-income families. The staff is also investigating the use of vacant space in neighborhood facilities, hospitals, and nursing homes. The Dallas staff is trying to reduce vacancies in its hundreds of properties, make the maximum use of existing resources, and provide dwelling units or other space for handicapped or disabled individuals. Selling, leasing or renting vacant HUD space obviously results in increased revenue for the Department or property owners, and often makes the difference in whether programs can be provided for the handicapped.







#### **Brenham, Texas**

Among the first to become interested in HUD-assisted housing for the handicapped were the superintendent and deputy superintendent of the Brenham State School and the executive director of the Brenham Housing Authority. In cooperation with the Brenham-Washington County Counseling Service, the Texas Department of Mental Health and Mental Retardation, the Accreditation Council for Facilities for the Mentally Retarded, and the Dallas Area Office, two new Extended Living Homes were redesigned and submitted for approval. Construction began last November.

The Brenham homes are intended to give mentally retarded young adults an alternative to traditional residential care. The program emphasizes personal growth, community interaction, and training for semi-independent or independent living.

The Brenham Housing Authority will own the homes, but will lease them to the Brenham State School, which will manage them with backup assistance from its own staff, the Counseling Service, and other agencies.

Each group home will include a four-bedroom apartment for the eight residents and an adjoining one-bedroom apartment for live-in house parents. The overall program will simulate a normal family environment as much as possible. The young adults will leave the homes

during the day to participate in vocational, educational or employment programs and return home each night for recreational programs or other activities.

#### **Denton, Texas**

In Denton, 21 percent of the units in the Singing Oaks Apartments were vacant on October 1, 1973, when Jesse Coffey, the owner, leased four two-bedroom apartments to the Denton State School, with the approval of the HUD Dallas office.

Superintendent E. W. Killian and his staff wanted to teach selected residents practical living skills—housekeeping, meal preparation, shopping, grooming and job transportation—in preparation for their eventual return to community life.

Classes for 50 mildly and moderately retarded individuals over 18 years of age began on October 19, 1973. By August 15, 1974, 22 of the 50 students had gone to community halfway houses and two others had returned to relatives. More than 40 visits were made to the center by parents, university officials, individual students and community agencies.

In a letter to the Dallas Area Office, Jesse Coffey said: "This program has been very successful. We are proud and happy to be a part of this worthwhile effort. The other tenants in the complex have expressed interest in the program and have commented very favorably about the work being done. The students have always conducted themselves in a manner entirely harmonious with the rest of the people who live here."

In October, 1974, Superintendent Killian and Dr. John A. Guinn, president of the Texas Woman's University, Denton, signed an agreement whereby 48 women and 48 men, all residents of the State School will reside in two University dormitories, to be trained under a joint program involving both the School and the University. Some of the residents have already moved in.

The agreement is the first of its kind in the Nation. The 96 school residents are only the first of approximately 200 Mr. Killian hopes will eventually be capable of semi-independent living.

#### **Dallas County Program**

Eddie, 21, is more "normal" than "abnormal." He is mildly retarded, has lived in a State school for 13 years, and developed an institutional pattern of behavior. But aside from these considerations, Eddie's main problem has been the need for a family environment, special education, employment and friends.

Across the Nation today, there is a growing awareness and social concern—on the part of many individuals, groups and agencies—that many people like Eddie now residing in State institutions can, with the proper training and assistance, make it on their own "outside."

The Dallas County Mental Health and Mental Retardation Center was one of the first in Texas to develop "hostels" (community-based residential services) for retarded persons. The purpose is to meet the needs of





OPPOSITE—Child enrolled in Partial Care and Child Adolescent Services Program at the Colonia Tepeyac Project in Dallas.  
 TOP—Students at Bell County (Temple, Texas) Rehabilitation Center have fun with tires.  
 LEFT—Marie Goodnight (right) helps student at Center comb her hair.





Double amputee, Bobby Lampman, (right) is visited on his job at the Victor Equipment Company in Denton by Lloyd Clement, rehabilitation technician for the Texas Rehabilitation Commission.

individuals like Eddie. The Dallas Center now has four programs utilizing HUD-assisted housing previously vacant.

#### El Paso

Among the local housing authorities of Texas and New Mexico, the El Paso Housing Authority has an outstanding day care program, with eight centers providing services to more than 400 children, and three more centers are scheduled to open in the immediate future.

Under a contract with the YWCA of El Paso, the Authority provides the physical facilities; repaired and replacement furniture and equipment; utilities, maintenance and janitorial service; and insurance to cover vandalism. The YWCA assumes financial responsibility for the

operation of the centers and all social programs related thereto, including program staff and supervision; materials, supplies and public liability insurance. The annual budget for the eight programs is \$660,149.

In helping to provide space for handicapped individuals and programs during the past 18 months, the Dallas Area Office has developed guidelines that include instructions to agencies looking for living space for handicapped individuals; selection of facilities; investigation of program funding possibilities; compliance with HUD Minimum Property Standards and the standards of the Accreditation Council for Facilities for the Mentally Retarded.

Where a significant number of vacancies exist in a project, units may be leased for such nondwelling purposes as teaching skills to the handicapped. Noise level and proximity to other dwelling units are taken into consideration. The space may be purchased or leased in whole or in part. Selection of clients is handled by the leasing agency, which determines prospective residents' capability for training or semi-independent living.

Nonprofit agencies or institutions may lease space at a negotiated rent when the space is to house a group or individuals capable of independent living. This eliminates the need for qualifying each individual in residence as to age, income, family, or disability. Where community space is not being fully utilized, it can sometimes be obtained at little or no cost. No dwelling unit may be occupied free of charge.

#### HUD-Assisted Properties

Managers of HUD-assisted properties may designate a specific number of dwelling units as housing for the handicapped, and may grant the handicapped priority over other applicants. In the case of handicapped persons incapable of caring for themselves, managers may lease one or more dwelling units to a sponsoring agency, or to one or more handicapped persons living with another person determined by HUD as essential to their care or well being. One or more dwelling units may be leased for handicapped persons able to live alone; a group of adults living together; a family with handicapped members; or, a single adult. Individuals or families leasing units personally must meet income level requirements.

As of September 6, 1974, 43 FHA-insured projects within the jurisdiction of the Dallas Area Office had community centers which could be utilized for day care or other community services programs. Twenty-nine of the centers were leased to organizations paying monthly rental fees, two of the projects received occasional rental money, and three of the centers were used for non-revenue producing programs benefitting project residents. Only nine centers were vacant for various reasons, such as a change in day care operator, renovations, or a change in project ownership. Dallas looks forward to the steady growth of this program in the future.

*Mr. Harwell is community services advisor in the Dallas Area Office.*

*The Power Broker: Robert Moses and the Fall of New York*, by Robert A. Caro. New York, Knopf, 1974. 1246p. \$17.95

This is a massive work that took 7 years to complete, has received almost completely favorable reviews, and has scored impressive sales despite its bulk, price, and general subject matter.

The immediate subject is Robert Moses who, in the course of his career from 1913 to 1968, initiated an estimated \$27 million worth of public works in New York State and particularly in the New York City metropolitan area. At the height of his career, he held no less than 12 concurrent executive positions and dominated or held at bay powerful political figures including President Roosevelt and all the recent mayors of New York City.

His fall from power was as dramatic as his rise, and there is no doubt that his career is now worthy of critical examination. However, this reviewer questions whether this book will, in the future, be a valuable resource tool. For the student, the work's chief fault is its author's unwillingness to discuss at any length the significance of the great amount of information he has collected. A related fault is the author's preoccupation with surface aspects of his subject's personality in order to explain the career.

Moses' style was to combine a great capacity to visualize large-scale projects with an equal ability to realize these projects by stretching their enabling legislation and the letter of the law almost to the breaking point.

Moses was to develop New York City's park and recreational systems in conjunction with the city's transportation construction by concentrating on highway development at the expense of public transportation. In addition, he had control over most federally aided public construction in New York City during the depression, which in time gave him control over the city's vast housing programs and, more importantly, the city's urban renewal effort. In his role as the City Construction Coordinator, he also was able to dominate the New York City Planning Commission and its staff of urban planners.

The administrative device Moses used to consolidate his position was the public authority, which he used to build up his staff of professionals and funds not subject to public scrutiny.

The key element in the Moses empire was the Triborough Bridge and Tunnel Authority which was to grow increasingly wealthy through its tolls, while the city was growing increasingly poor through the combination of mismanagement, the loss of the middle class tax base, and its replacement by poor families with great needs for

public services. As a result, mayors, and even governors, would have to meet the conditions set forth by Moses for programs that would call for joint planning with the Triborough Authority.

Reviewing Moses' career, Caro gives much attention to his subject's "power drive" which he suggests was due to a strong mother, and devotes considerable space to illustrating the power drive in regard to Moses' public and personal relations. Much of the latter serves to maintain reader interest, but has little intellectual value.

Instead of Moses' personal relationships, the author might have considered these questions and issues by way of assessing the significance of the data he collected:

- Could it not be held that Moses was much less a cause of New York's "fall," than a man who reacted to a complex set of regional trends in which only a "czar" type could undertake major development programs? These trends reflected economic, social, and political patterns in the New York area. While Moses may have stimulated the trends, particularly by ignoring mass transportation needs, he certainly did not create them.

- Why did Moses for the most part, run into such inept political opposition? I refer not only to the party organizations, but to the reformers whose ranks contained the city planners and urban experts who opposed Moses for years prior to his fall. On the basis of my experience in the New York City Planning Department, I would suggest that the planners wasted their energy in their eternal fight for the completion of a Master Plan which they held was an essential prerequisite for a planning alternative to Moses. When the Planning Commission finally did complete and publish their Master Plan at great cost to the taxpayers, it was shortly thereafter repudiated by the Commission in favor of a new cure-all, i.e., community plans or, as they are now called, "miniplans."

- Probably the most basic question would be to determine if what occurred in New York City was significantly different than what has occurred in other large metropolitan areas at the time. After all, other cities had their massive displacements of resident populations in the face of renewal and highway programs and New York City probably had less corruption than some.

In addition, those cities, such as Newark, which concentrated on public housing needs instead of downtown central business district and industrial renewal, are in even worse shape than New York City from every standpoint including social welfare.

I would suggest that New York City and other large mature cities are a great deal more complex than one might assume from this work.

—Robert Heller

*Program Analyst, Community Development*

---

# Pike Place Market

By Diane Knight

Bright colors, sights, smells, music, laughter, hawking are all part of the din of Seattle's Pike Place Market—an important element in the history of Seattle.

Established officially in 1907 as a buffer against extraordinary food prices, the Market became a direct farmer-to-consumer alternative, effectively eliminating the middle man. Farmers lined up their horse-drawn wagons, from which they sold their produce on Saturday mornings, on a choice hillside overlooking Puget Sound. Eventually weather shelters and buildings were erected, and the Market became a veritable beehive of activity which housed eight of the 12 public markets in Seattle. At its height, the Market attracted from 25,000 to 50,000 shoppers. Today there are only 6,000 to 10,000 on an active day.

Yesterday it was a farmers' market in which 500 sold their produce off the backs of horse-tethered wagons. Today it is a farmers', craftspersons' and entrepreneurs' market, with farmers now numbering 63. The remaining 260 merchants, and arts and crafts people, employing over 1,000, manage hotels, taverns, cocktail lounges, restaurants, clothing stores, antique and second-hand shops, bakeries, delicatessens, fruit and vegetable stands, meat markets, flower and plant shops, barber shops, and various other small businesses.



Secretary Lynn (bottom, left) chats with merchant.

## Prices Unchanged

The Pike Place Market is a last frontier for the entrepreneur who would like to start a small business on a shoestring budget. Prices for stalls have not been raised more than fifty cents since 1926. Two dollars rents a leather craftsman a stall for a day. A farmer can rent a wet stall (with water) for his produce at \$1.50 a day.

In 1964, when the Market's gross sales were at a low ebb, downtown businessmen began to formulate plans to buy the property, tear down the market and build high-rise apartments and a 3,000-car parking garage. This site would have been a choice location for residential development, for the vista of Puget Sound and the Olympic Mountains is awesome, and yet its location is central to downtown Seattle.

Seattle's citizens were incensed by the threatened destruction of their public market and in 1971 organized the Friends of the Market and mounted a campaign to save it. The campaign was a great success and resulted in a clear mandate to preserve the Market in its present form,



even if it required new public action. Since then seven of the 22 acres have been placed on the National Register of Historical Places.



### **Purchased by City**

July 1, 1974, the city of Seattle purchased the main market buildings from the Desimone family. Joe Desimone and Arthur Goodwin had purchased it in 1926 from Frank Goodwin, architect and realtor, the 1907 developer. Many other separate market buildings are being acquired from various owners in an effort to consolidate ownership of property in the market area.

The Market is now managed by the Pike Place Market Preservation and Development Authority (P.D.A.). The P.D.A.'s responsibility is threefold: to preserve the Market's traditional uses; to develop it within historical guidelines; the emphasis

of Seattle, until such time as it is purchased by the P.D.A.

### **Revitalization Planned**

The Market has been allocated some \$22 million in grants and loans from housing and urban development funds for rehabilitation and new development. A long-range goal is eventually to provide 350 units of low income housing tenants paying rent equivalent to a quarter of their incomes.

Future urban renewal plans for the market are exciting. In addition to the residential renovation, other buildings will be rehabilitated for more small businesses, food shops and office spaces.

The first visible sign of change will

be the three-story Corner Market coats of peeling green paint. The creative brickwork will be exposed by sandblasting and the lovely Roman arch windows will again be apparent. This project is scheduled to begin February 14, 1975, with completion planned for the summer selling season of 1975.

A proposed Hillclimb Corridor will provide a pedestrian link between the central business district, the Pike Place Market, and the Waterfront Park and Aquarium. The steep terrain between the waterfront and the Market has traditionally served as a means for merchants and shoppers alike to come to the Market from the ferries on the waterfront.

Forty years ago men and women laden with baskets of eggs, chickens, vegetables and fruits from the farms of Bainbridge Island across Puget Sound were a common sight trudging up the nine stories from the waterfront. Lately these steps have been seen more as a deterrent to pedestrian circulation. The Hillclimb Corridor will include development of new walkways, bridges, escalators, ramps and stairs that are interconnected to provide easy and interesting access. This is scheduled for a start in 1976 and will be connected to several parking facilities.

### **Visited by Secretary Lynn**

HUD Secretary Lynn visited the Pike Place Market on October 22, 1974, and reacted enthusiastically. As we passed Cavallo, the horsemeat shop, Secretary Lynn said he might be willing to try horsemeat, but if he ever returned home and told his family he had tried roast basset, they would reject him. (A dog meat market we don't have!)

The variety of market shops and restaurants is unique. A gourmet kitchen shop nestles comfortably next to a second-hand clothing store, one of six places in the market where a suit of clothes can be purchased for \$5.00. Quality ethnic food may be enjoyed for reasonable prices, and for those who haven't food money, groceries can be purchased with food



here is on the preservation of uses, in addition to buildings—uses and people first, buildings second; and, to manage the property for the city

Building at the entrance to the Market on First Avenue, between Pike Place and Pike Street. This beautiful old building is disguised under several



Features of the Market are explained by Executive Director George Rolfe.

stamps or tickets can be had for free meals at the nearby Millionaire's Club.

#### Activities Included

Once a year there is a vegetable carving contest which the mayor judges. There is also a pumpkin carving contest each October. On a given day, shoppers can observe a wide range of street singers, perhaps a fire-eater or a group of mime artists. Saturdays are the busiest days, when the trampling of boots and shoes can be heard on the old wooden walk ramps. "People watching" is at its peak, rain or shine.

With the advent of local supermarkets, the Pike Place Market no longer serves as the central shopping area for Seattle's families as it once did. However, with a new appreciation of direct farmer-to-consumer purchasing and the blend of crafts, produce, activities, and a growing historical awareness, the Market is

regaining its posture as a unique institution in the community.

The families of the Market are part of what makes it special. In November a farmer's wife retired who had sold from a vegetable stall for 46 years. Her son also sells in the Market and her two grandsons have their own fruit and vegetable stand. Another family has a delicatessen and grocery manned by members of three of its generations. There are countless family histories intertwined in Market businesses; one man who is 42 has been here 37 years.

The Pike Place Market attracts people ranging from the affluent to the poor, from the urban to the suburbanite, from the old to the young. In the same market where one can purchase a salmon poacher for \$45.00, the indigent can come for free coffee, meal tickets, showers, clothing, and free washing machines and soap. It is a cosmopolitan meet-

ing place for friends, tourists, young and old. It offers a slice of London's Portobello Road, the economic advantages of Boston's Haymarket, with some of the café treats of New York's Greenwich Village.

The Preservation and Development Authority, the Merchants' Association, Farmers' Association, Crafts Association, Friends of the Market and the Market Historical Commission are working with the city of Seattle Pike Project to preserve, stabilize and direct the Pike Place Market's vitality and longevity, within the framework of a federally assisted urban renewal program.

*Ms. Knight is with the Pike Place Market Preservation & Development Authority, a public corporation empowered by the city of Seattle to preserve, restore and develop the Pike Place area.*

# A Home for Anyone

By Jennifer McMurray Read

Jerry Winter, a Denver housewife with four young children, a grandmother, and a husband to care for awoke one morning 10 years ago to discover she had become overnight a "high" paraplegic with no use of her legs and limited use of her arms. A victim of a rare neurological disorder, transverse myelitis, Mrs. Winter has lived the past 10 years in a wheelchair.

Her home 10 years ago was a comfortable haven for her husband and children. Her address is different today, but she considers her new home more comfortable and safer for her family and friends. The two-story house on East Evans Way in Denver was custom-designed to enable Mrs. Winter to operate with practically the same degree of mobility and efficiency she enjoyed before her illness. In the process of developing plans for the house, Mrs. Winter and her husband incorporated design features to accommodate her wheelchair. They also eliminated many hazards and made the house more pleasant and efficient for any homemaker—even one who was not in a wheelchair.

Mrs. Winter said in an interview she believes in "utility, not frills." That was the basic premise on which the house was designed.

"Every housewife could reorganize to save steps," she said. "When you're in a wheelchair you have to rearrange things, because you don't have those extra steps."

Mrs. Winter's wheelchair is 2½ feet wide and has a turn radius of 5 feet. These dimensions were the key to many of the design specifications of the house. "A standard hallway is 3 feet wide and a standard doorway 2 feet, 8 inches—and sometimes narrower in apartments and for bathroom doors," she noted. Standard

dimensions, obviously, greatly limit use of a wheelchair. Mrs. Winter has no sympathy for builders who skimp on space for doors and hallways in attempts to cut costs.

"The saving just isn't that great and yet the benefits of 4 foot wide hallways and 3 foot wide doorways are obvious to anyone who's tried to move furniture into one of those 'standard' houses," she said.

In Mrs. Winter's own home, the hallways are 5 feet wide. "That is not necessary for everyone in a wheelchair, but when I got my 'wheels,' my children were 9, 6, 5, and 4. I wanted to be able to make a turn in the middle of the hall to chase the kids," she said.

The wheelchair also played a significant role in selecting the architect for the Winters' home. "My husband and I had spoken to three or four architects and all had come up with plans for beautiful homes—but not practical for our needs," she said. "The architect we eventually chose had had polio. The first thing he did was measure the height, width, and radius of my wheelchair—we knew we had our man."

## Selected Design Features

Narrow passageways are but one barrier to the wheelchair-bound. The other "most obvious" obstacles are steps and thresholds, Mrs. Winter said. The Winters' solution to the step problem was to eliminate them. For movement between floors, the Winters installed a standard elevator—complete with telephone for emergencies. There are no steps leading to the house and both floors are entirely level. Instead of a front stoop, the entry path to the house slopes away, permitting easy access. Mrs. Winter commented: "Builders will give you a 'song and dance' about the necessity of a front stoop, but we've never had any problem with drainage."

An ingenious alternative to the threshold was devised. Someone wishing to enter the front door, pushes a special button and a flap hinged on the bottom of the door folds up, permitting the door to swing open.

When the door is closed, the flap folds down to keep out drafts and dampness.

Throughout the rest of the house, all doors are of the sliding variety, set in tracks sunk into the flooring. Too high a track is as much of a problem as a raised threshold. Mrs. Winter thinks this is one obstacle to the handicapped that can pose a danger to anyone. "How many times have you seen small children run through an open sliding door and trip on a raised track?", she asked. "I would have sunken tracks for my sliding doors even if I weren't in a wheelchair." A sliding door, properly installed, also is easier to open than hinged doors for "high" paraplegics, she said. But if hinged doors are used, lever or octagonal handles are more useful than round doorknobs to a person with limited arm use, she said.

## Kitchen

The kitchen, she said, is the most difficult area of the house to adapt to the needs of a physically handicapped person. The basic principle by which a person in a wheelchair works in the kitchen is by pushing and pulling, instead of lifting and setting down pots and pans. First of all, in the kitchen, the level of counters, appliances, and sinks must be adjusted. Upper cupboards are usually beyond the reach of a person sitting down, and lower cupboards are usually too low, she said. In almost every kitchen, she commented, upper cupboards should be lowered to make them more accessible and reduce wasted space.

The Winters designed their kitchen to accommodate someone who is seated. "It's easy to buy built-in appliances and have them installed at any height," she said. "What is more difficult is obtaining appliances with doors that open to the side. Anything that opens toward you is going to be a problem for a person in a wheelchair," she said. For example, an oven with a door hinged on the bottom opening outward makes it difficult to reach cookware in the oven. However, an oven with a side-



opening door and with a heat resistant counter directly adjacent to the oven opening would be easy to use because the pot or pan could be pulled from the oven to the counter or pushed from the counter onto the oven shelf.

The top of the stove also must have certain characteristics to permit the "high" paraplegic to pull pots off burners and push them on. In Mrs. Winter's kitchen, the burners are extremely sturdy to withstand the impact of heavy pots being pushed and pulled over them. Ideally, Mrs. Winter would like a smooth surface stove top, which would reduce the push-pull effort. As in the case of the oven, the burners are directly adjacent to a heat resistant counter top. The stove top, like all surfaces in her kitchen, has nothing beneath it to prevent her from wheeling under the surface top.

#### Storage

Instead of below-counter cupboards, Mrs. Winter had large-scale lazy susans installed in two corners of the kitchen for storage. Additional storage is provided by pull-out pantries that operate exactly like the horizontal file cabinets used in many offices.

Mrs. Winter expressed no prefer-

ence for gas or electrically fueled appliances. While no hazard for her, she said, an electric stove might be dangerous for a stroke victim who has lost the sense of touch. A gas burner, she noted, is visible on or off while an electric burner is not.

#### Bathroom

The design of the bathroom represents an attitudinal rather than a technical problem, in Mrs. Winter's assessment. The bathroom, she said, "is the simplest problem in the world to solve if the toilet is mounted on the 'door wall' of the room. This position permits a transfer from the wheelchair to the toilet without requiring a turn." She believes it would be "very easy" for builders to construct all bathrooms in this fashion without any increase in cost.

Sinks and mirrors face the entrances of the Winters' bathrooms—again averting the necessity of a turn. As in the kitchen, the sink has no cupboards underneath. One "frill" Mrs. Winter finds extremely convenient is a hose attachment at the sink, permitting her to wash her hair easily.

A standard shower stall usually has a raised threshold with squared edges. In the Winter household, the shower stalls have rounded thresholds so Mrs. Winter can roll in and water won't seep out. Shower heads are on poles and are adjustable to different heights. This is a feature Mrs. Winter thinks would be an asset in any home. "Just think of the variety of heights to accommodate in any one family," she said.

Throughout the Winter house, light switches are lowered and electrical outlets raised to bring them within reach of a seated person. All wall-mounted telephones also are lowered. Although these features were made standard with Mrs. Winter in mind, she recommends lowered switches and wall phones for any home with small children.

#### Valuable Lessons Learned

Jerry Winter's decade in a wheelchair has taught her and her family a great deal about design. Her children, she recounted, formed a successful mini-



lobby to have ramps installed at their school for schoolmates, parents, and teachers in wheelchairs. She herself has aggressively pressed for the employment of the handicapped and removal of architectural barriers. She actively serves on numerous public and private boards, including the Denver mayor's committee on employment of the handicapped. When the Colorado Senate Judiciary Committee held hearings on a civil rights bill for the handicapped, she was invited to testify.

Architectural barriers can be successfully eliminated as Mrs. Winter's home illustrates. The greater barrier is general failure to recognize that a home designed to meet the needs of a handicapped person is a better built home for anyone.

She pointed out that the number of handicapped people is growing. For one thing, she said, the advantages of a longer average life span are accompanied by the increased probability a person will become handicapped—whether through loss of vision, hearing, or confinement to a wheelchair.

"If only one percent of apartments being built today were made accessible to the handicapped," she said, "a large part of the problems faced by handicapped people would be solved."

*Ms. Read represents the HUD Office of Public Affairs on the Department's Task Force on the Handicapped.*





1. Mrs. Winter enjoys company of little neighbor.
2. Absence of steps or ramps eases access to Winters' home.
3. Elevator is shown.
4. Kitchen has no cupboards underneath.
5. Shower is specially designed.

3



4



5

# Outstanding Employee Nominated for Federal Award

*Recognition is given annually to ten handicapped federally-employed persons nominated by ten participating government agencies.*

When rheumatoid arthritis victim Don Redden's alarm goes off at 5 a.m. each morning he takes three aspirins. By the time the alarm rings again at 6:30 a.m. he is limber enough to get out of bed and into a hot shower which helps to limber him further.

The millions of lesser arthritis sufferers in the United States especially can appreciate the fact that Don then goes off to work. These fellow sufferers know to varying degrees—and almost everyone is generally aware—that arthritis can cause its victims extreme pain and crippling. Those who live with arthritis must fight to overcome a tendency to be still, stay still, and give up.

Donald Dean Redden, Acting Chief of Mortgage Credit, Single Family Branch, of HUD's New Orleans Area Office, has suffered from rheumatoid arthritis since he was a 3-year-old boy in Henderson, Tennessee. By the time he was 7 the disease had adversely affected many of his joints, his ability to walk, stand for any time, and use his hands. He suffered the constant pain and discomfort that characterize the disease.

This did not prevent Don Redden from carrying on his daily life and preparing himself to be self-supporting. He attended Freed-Hardeman College in Henderson for 2 years and, later, Memphis State University, where he received a B.S. degree in Business Administration and Management. And then in 1961 it became time to look for a job.

"Cool" is the way Don describes the reception he got from potential employers. Everything was fine in the initial correspondence period. "When



I appeared for the personal interview, I could see a change in them," he recalls. After a short time, in the course of the interview, they would let him know that their working facilities were just "not set up to handle handicapped employees," he explained. And so it went until April 1962.

## **Welcomed by Federal Government**

In the Fall of 1961, as part of his job hunting, Don took the Federal Serv-

ice Entrance Examination offered by the Civil Service Commission. In the Spring of 1962 he was called by Civil Service and offered a job with the government. This time things were different, Don recalls. He found the Federal Government a welcoming employer of the handicapped and soon he accepted a position with the Federal Housing Administration's (FHA) Central Office in Washington, D.C., as an accounting clerk in the Comptroller's Division at a Grade 5.

"I'd have gone anywhere for a job," Don said. But despite the move required, Don thoroughly enjoyed his Washington duty. In 1968, he completed the FHA Mortgage Credit Training Program and was accepted for transfer to the New Orleans Insuring Office, another move that brought him nearer home. He has since risen from an initial assignment as a loan specialist at Grade 5 to his present position at Grade 11.

Don's mobility and dexterity have been somewhat improved by surgery on a knee and his hands. Despite the stiffness and pain that are a constant fact of life, he has found ways to get his work done without asking for help or for special concessions. Besides carrying out his job-related duties in an exemplary manner, Don maintained his own bachelor apartment—until last August when he married. Now a husband and stepfather to two daughters, ages 8 and 15, Don continues to enjoy traveling, reading history, and all kinds of spectator sports.

As for the future, 36-year-old Don seems to have little apprehension. He'd like to become chief of the Mortgage Credit Section. With Don's capabilities and HUD's positive attitude, his future is unlimited, according to his fellow employees.

*Thomas J. Armstrong, Director,  
New Orleans Area Office, HUD*

## notebook

A HUD Task Force on the Handicapped was established last Spring to improve coordination of housing and community development efforts affecting the lives of the Nation's handicapped population. The Task Force is concerned with major issues and solutions to problems of the handicapped and with HUD's role in alleviating or eliminating forces that inhibit their full use and enjoyment of their environment. Mrs. Helen Holt, Assistant to the Secretary for the Elderly and Handicapped, provides the leadership and coordination for this intra-agency effort. The Task Force aims to: create awareness of problems of the handicapped among HUD administrators and policy-makers; provide a vehicle for developing improved programs for satisfying housing and other community requirements for the handicapped; and, exchange ideas and information concerning common goals. The Task Force also reviews proposed program guidelines which may affect the handicapped.



More than 150 of the Nation's experts in the areas of housing, health, rehabilitation, employment, and transportation turned out for the first National Conference on Housing for the Handicapped which convened last year in Houston, Texas. Conferees toured Houston's Independence Hall, a Section 236 housing project designed for occupancy by the handicapped.

Managers of HUD-assisted housing for the elderly and handicapped and of Section 202 direct loan projects, along with local housing authorities, are urged to establish and maintain relations with local transit authorities serving them, and to work with resident councils in exploring with transit officials ways to reduce fares for the elderly and handicapped, at least during special hours. In addition, they are advised to seek rerouting of transit lines to serve housing projects for the elderly and handicapped; scheduling of public carriers to accommodate special transportation needs of the elderly and handicapped; and, special transportation services and/or facilities for the elderly and handicapped.

### Points to Ponder

Some people are able to reach only 35 percent of their potential because of an impairment that hampers mobility. Each of these individuals could reach 100 percent of their potential in a barrier-free environment. Are we wasting human resources by handicapping our Nation's handicapped?

Q. Do you know how a blind person tells on which floor to exit from an elevator when he is alone?

A. He pushes all of the buttons and counts the floors.

Maybe the reason for such a low percentage of employed severely disabled persons is that they do not compete in public schools with the same children they will later have to compete with in the job market.

From lessons on energy conservation and inflation, we may learn to measure human costs against dollar costs. We may learn that people who reside in single level houses live longer than people in two-story dwellings. It may become evident that employees produce a higher quality and a larger quantity of work when they are neither too hot nor too cold. Psychologists may discover the suicide rate is lower in detached houses than in multi-family units.

"The architect's dream" often becomes the handicapped person's "nightmare."

### A Selected Bibliography

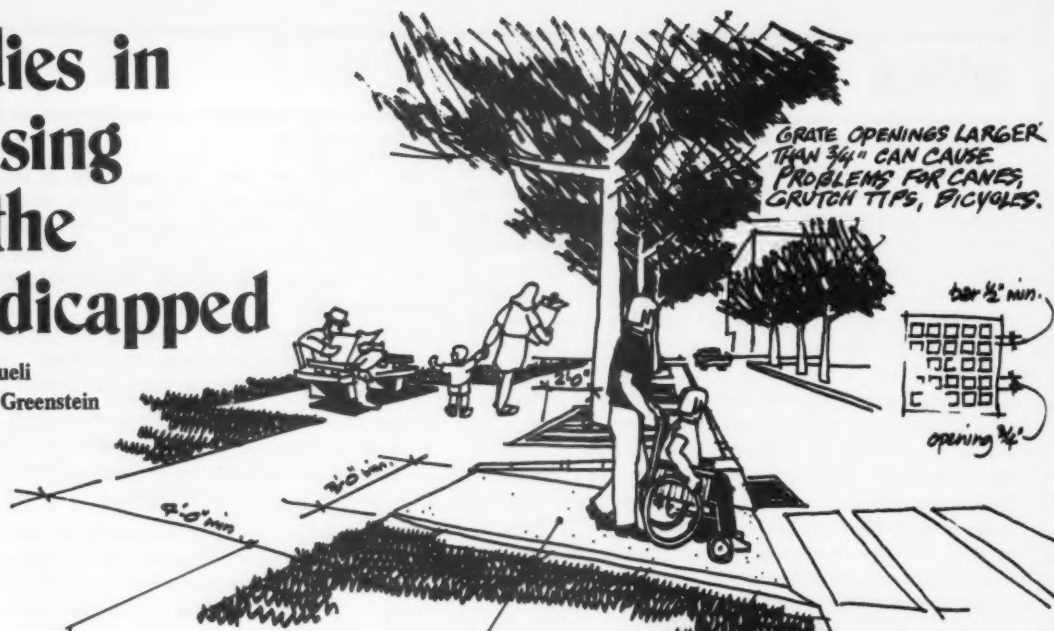
*Housing for the Physically Impaired: A Guide for Planning and Design.* Prepared by S.L. Tesone, former HUD architectural adviser, and published in 1968. This guide is advisory in nature, "dedicated to increasing and improving the housing supply for impaired people with limited incomes." For sale by the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C., 20402—Price 45 cents.

*Wheelchair Interiors*, by Sharon C. Olson and Diane K. Meredith. National Easter Seal Society for Crippled Children and Adults, Chicago, Ill., 1973. 46p. \$1.50. Based on findings of a research project; designed "as a guide in helping to make a home not only functional, but also increasingly livable, and in hastening the day when all types of environments will be accessible to all."

*Housing and Related Services for Exceptional Persons: A Source Book*, by Douglas A. Farber. Council of Planning Librarians, P.O. Box 229, Monticello, Ill., 1973. 176p. \$12.50. An extensive bibliography of writings on "the aged, the physically handicapped, the mentally ill and retarded, and inmates of prisons and other institutions."

# Studies in Housing for the Handicapped

By Charles Gueli  
and Deborah Greenstein

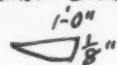


Although 30 million Americans suffer physical disabilities that prevent full and free use of their environment, it was not until the Housing Act of 1964 was passed that Federal aid was provided to help meet their special housing needs. The limited aid the 1964 Act provided made it possible for HUD to require that 10 percent of federally-aided housing for elderly tenants be designed with bathrooms suited to use by the physically handicapped as well. In 1968, Congress, in Public Law 90-481, stipulated that standards of design, construction and alteration of publicly-owned residential structures meet the needs of the handicapped. Since then the Department has provided approximately 50,000 housing units designed with features to accommodate physically handicapped persons, and has aided development of seven housing projects offering 1,000 dwelling units specifically for occupancy by handicapped persons. In addition, it is estimated that a volume of housing four times the size of the supply of federally-aided dwelling units has been made available through State and local housing programs.

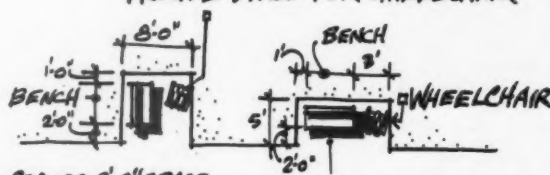
## HUD Research Efforts

The 50,000 housing units for the handicapped, most of which are included in projects for the elderly, only begin to meet the housing needs of our handicapped population. Furthermore, research is needed to develop an understanding of the special needs which the handicapped have in making use of the built environment. We also need to evaluate the function and designs of the units already constructed in meeting the housing needs of the handicapped. HUD's Office of Policy Development and Research (PD&R) has begun a program of research along both lines.

PROVIDE NON-SLIP RAMP SURFACE.  
MAXIMUM GRADIENT = 17%



PROVIDE SPACE FOR WHEELCHAIR



PROVIDE 2'-0" SPACE  
FROM BENCH TO EDGE  
OF WALKWAY.

PROVIDE SPACE IN FRONT  
OF BENCH FOR EXTENDED  
LEGS OR CRUTCHES.

PROVIDE CONTINUOUS CROSS SLOPE TO WALKWAY  
SURFACES FOR WATER RUN-OFF.

REST AREAS ALLOW HANDICAPPED PERSONS TO  
MOVE MORE EASILY THROUGH THE CITY, AND ARE  
HELPFUL TO THE GENERAL PUBLIC AS WELL.

FRAMES AND GRATES IN PAVING SHOULD BE KEPT  
FLUSH WITH ADJACENT AREA. EDGES EXPOSED  
GREATER THAN 1/2" CAN CAUSE PROBLEMS  
FOR WHEELCHAIRS AND CAN CAUSE TRIPPING  
BY OTHERS.

PROVIDE 2'-0" LATERAL SET-BACK FOR TREES,  
LIGHT AND SIGN POSTS, ETC. TO AVOID CONFLICT  
WITH PEDESTRIAN FLOW ALONG WALKWAY.



The lack of housing which meets their special needs denies the handicapped the independent life they want and are capable of living. This situation is exacerbated by restrictions on the use of outdoor space and a lack of accessibility to public transportation.

In cooperation with the Assistant to the Secretary for Programs for the Elderly and Handicapped, the Office of Housing Production and Mortgage Credit and the Office of Housing Management, PD&R has undertaken several research efforts leading to the provision of a built environment that will allow the handicapped person to be integrated into society, to the extent that he or she desires and is capable of, with a minimum of architectural barriers or other man-made impediments to the achievement of this goal. In this endeavor HUD has sought and received the advice and guidance of the Department of Health, Education and Welfare, the Architectural and Transportation Barriers Compliance Board, the Committees on Barrier Free Design of the President's Committee on Employment of the Handicapped, the American Institute of Architects, and the National Easter Seal Society for Crippled Children and Adults.

PD&R's Divisions of Equal Opportunity and Special User Research and of Community Design Research have taken the lead in sponsoring and administering this program of research related to the needs of the handicapped, and the two have coordinated their efforts closely with the handicapped activities sponsored by others inside and out of the Federal Government.

#### **Construction Standards**

In 1961 the American National Standards Institute (ANSI) affirmed a set of standards for making buildings accessible to and usable by the physically handicapped. Since that time the HUD Minimum Property Standards, Public Law 90-480, and many State accessibility laws and local building codes have specifically referenced the ANSI Standard or have been based upon it. However, as stated in a letter to the Department from the President's Committee on Employment of the Handicapped, one of the sponsors of the original standard, "... it is widely recognized by professional designers and by administrators that the document is inadequate in defining accessible multi-family housing. Kitchen, bathroom and living space design specifications are not included. Code authorities, legislators, housing developers and city planners are constantly requesting such information. ..."

In response to a request from the President's Committee and from the National Easter Seal Society for Crippled Children and Adults—the sponsors of the original standard—HUD agreed to begin developing a revised and expanded ANSI standard, which would cover public buildings, dwelling units, and related exterior spaces. The School of Architecture at Syracuse University was chosen to administer the program of research and testing necessary for developing the new standard. The results of the 2-year effort will be a performance standard that em-

phasizes the concept of adaptability. It will reflect the state of the art in accessibility not only in the United States, but also in the countries of Northern Europe, which have a great deal more experience than the United States in housing for the handicapped, and which have met with great success in the use of performance standards and in the integration of the handicapped into their community. The new standard will be submitted to ANSI for adoption and to the Department for inclusion in the Minimum Property Standards.

The New ANSI Standard will also incorporate the results of a study recently completed by the American Society of Landscape Architects Foundation. A study by the National Center for Health Statistics concluded that "at least 67,900,000 Americans suffer from limiting conditions that would benefit from special considerations in the planning and construction of outdoor recreation facilities." Their figures break down as follows: 1.2 million blind or severely visually handicapped; 7.6 million suffering from heart condition; 6.2 million using orthopedic aids; 1.8 million deaf; 18.3 million hard of hearing; 14.5 million respiratory ailments; and, 18.3 million arthritics.

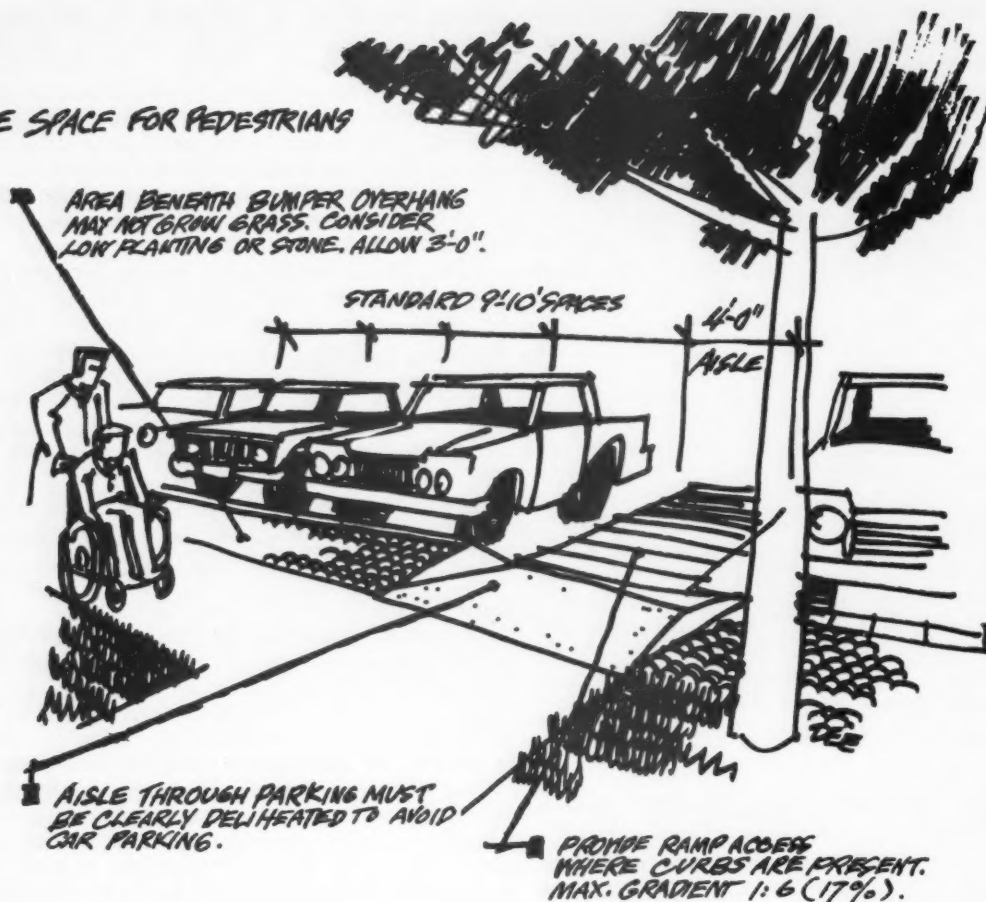
#### **Guide Developed**

Because HUD believes that these individuals could better utilize environments that are thoughtfully designed to accommodate their limitations, the American Society of Landscape Architects Foundation was awarded a contract to develop a guide to barrier-free site design. The results of this study are available from HUD and the Government Printing Office in two separate volumes. One is an illustrated manual for environmental designers faced with the need or willing to design accessible sites for both public and private facilities. The guides, entitled "Barrier-Free Site Design," cover the design and planning of site features such as parking lots, walks, ramps, play areas, pools, street furniture, lighting, signage, and restrooms. The second document is a compendium of the research which went into the project. It includes population data on the handicapped; criteria on the limitations caused by various types of physical disabilities and the design responses they require; and case studies describing some of the solutions arrived at in the research.

#### **St. Andrews**

St. Andrews Presbyterian College came to HUD with a problem and with a potential solution to be tested. Located on a barrier-free campus in Laurinburg, North Carolina, the college has had considerable experience and success in educating the severely handicapped and in placing them in jobs. However, many of their graduates were unable to accept the positions offered them because of the lack of suitable housing within commuting distance. The school recommended mobile homes, and is adapting four standard mobile homes from the surplus disaster relief stock for occupancy by handicapped students. At the end of the project, a fifth demonstration

## AISLE SPACE FOR PEDESTRIANS



unit incorporating as many of the features as feasible will be available for display. The project team is giving special attention to safety factors, and is also doing psychological testing to determine the effects of this sudden increase in independence and in responsibility upon persons who previously led relatively sheltered, protected lives. At this point, the students living in the demonstration units are experiencing what Dean Rodger Decker, Project Director, describes as the "halo effect." Because all of the St. Andrews students live in campus dormitories and the four students in the demonstration mobile homes are living independently, they have suddenly become the most popular people on campus!

### Effects of Residence Studied

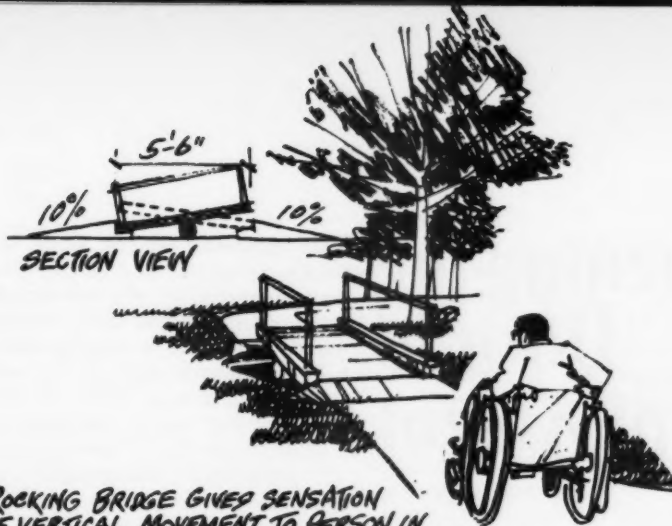
One of the seven HUD sponsored buildings for the handicapped is Highland Heights in Fall River, Massachusetts. The Fall River Housing Authority completed a study in 1972 of the effects of residence in a sheltered but non-institutional housing situation on their population of severely handicapped adults. Results showed that such

an environment proved to be a positive experience, and that over the short run residents improved in terms of morale and physical functioning. Fall River is currently undertaking a follow-up study which increases the size of the survey sample so that it can be subdivided by type and degree of disability. This phase of the research will seek to determine if persons with different types or degrees of disability benefit differently from residence at Highland Heights. The results of the study will enable managers to develop a rational set of tenant selection procedures for environments such as Highland Heights. An additional, companion piece of research supported by the Department of Health, Education and Welfare is also looking at the original sample of respondents over a 5-year period to see if the short term results found by the initial study continue over longer periods of time.

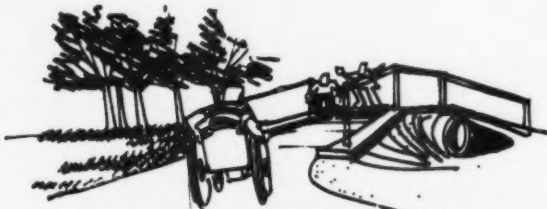
### Research Continues

HUD intends to continue its research on improved housing and community environments for the handicapped. Included in plans for the next two years are a study of

## DESIGN OF RECREATIONAL AREAS



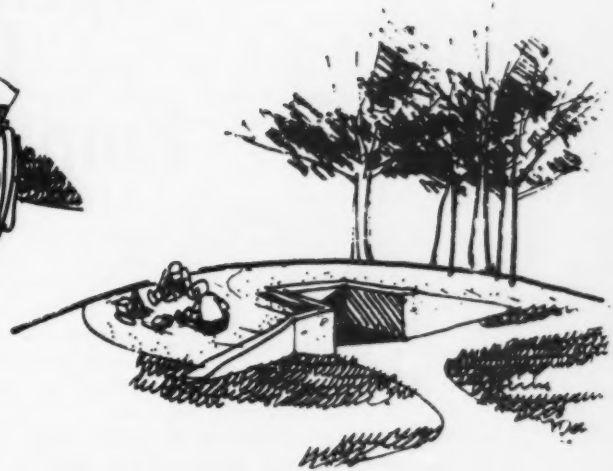
ROCKING BRIDGE GIVES SENSATION OF VERTICAL MOVEMENT TO PERSON IN WHEELCHAIR. PROVIDE RUBBER CUSHIONS TO END EDGES TO MINIMIZE IMPACT WHEN END DROPS AND TO PROTECT OTHER CHILDREN'S HANDS IF PLAYING AT END AREA.



PROVIDE RAMP AREA AT 10% MAX. & 13' WIDE. HANDRAILS ARE HELPFUL FOR THOSE ON FOOT.

PAVED WALK ALLOWS ACCESS TO ALL AREAS TO ENABLE PLAY WITH OTHER CHILDREN.

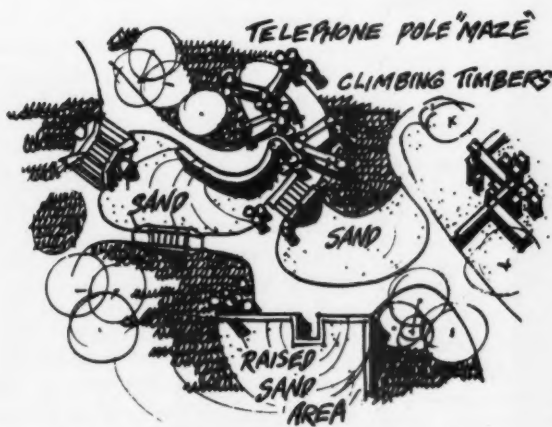
4" CURB AT EDGE IS HELPFUL FOR WHEELCHAIRS



AREA 36" DEEP, 30" WIDE, 30" HIGH RAISED SAND AREA ALLOWS PERSON IN WHEELCHAIR TO ENJOY USE OF SAND WITHOUT REMOVAL FROM CHAIR.

AREA NEAR WALL CAN BE USED FOR TOY CARS, ETC.

Graphics from "Barrier-Free Site Design"



LAYOUT RECREATION FACILITIES TO ALLOW CONTINUOUS CIRCULATION

the effects of integrating the handicapped into all housing, not just elderly housing or buildings designed for the handicapped. The housing market for mentally handicapped persons who are now residing in institutions or with families, but are capable of living in independent or congregate facilities, will also be examined. In addition, the Department hopes to sponsor demonstrations and evaluations of the design guidelines developed by the ASLAF study.

There is much work remaining to be done to help the handicapped achieve their right of access to and use of the built environment. In cooperation with others, Federal, State and local governments and private agencies active in the movement to assure the handicapped this right, HUD will play a major role.

Mr. Gueli is Director, Community Design Research Program, HUD Office of Policy Development and Research. Ms. Greenstein is a program analyst in the Equal Opportunity and Special User Research Division in the Office of Policy Development and Research.

# Opening the Door to Employment

By Eleanor Coleman

HUD has always been an active participant in the Federal program for the employment of the handicapped. With passage of the Rehabilitation Act of 1973 came a new dimension and a greater responsibility for stronger and more positive action on the part of all government agencies. Section 501 of that Act requires each agency to develop and implement an affirmative action plan approved by the U.S. Civil Service Commission and to report annually on agency activities related to the employment of the handicapped.

Accepting the challenge of Section 501, Secretary Lynn announced an affirmative action program for the employment of the handicapped for fiscal year 1975. In a memorandum to all employees, the Secretary stated the Department's policy, "to promote employment practices that will increase the selection of qualified handicapped individuals and enhance their advancement potential through training and promotion." Mr. Lynn also called upon HUD employees to personally commit themselves to the spirit of the new law and to "erase any preconceived notions about what those with disabilities can and cannot do."

## Program Objectives

The problems the handicapped encounter when seeking employment and advancement are as varied as the handicapped individuals themselves. Objectives were, therefore, developed that would assist both handicapped applicants and employees. These objectives are:

- to ensure the personal involvement of key staff;
- to concentrate efforts on the enhancement of employment and advancement of the handicapped; and
- to develop an awareness on the part of supervisors of the problems faced by the handicapped.

## Program Implementation

A Departmental coordinator was





named for selective placement who is responsible for ensuring HUD's response to the goals and requirements of the law through the development, administration and evaluation of the affirmative action plan. The program is implemented through a network of selective placement coordinators in HUD regional personnel offices across the country and also in the Washington headquarters.

These coordinators are responsible for implementing the program within their organizational jurisdiction and for ensuring handicapped applicants equitable treatment.

#### **Where to Begin**

Managers and supervisors in the Department, assisted by their selective placement coordinators, were asked to assess their present programs for the assimilation of the handicapped into their organizations and to review their hiring needs and goals.

The assessment would determine the need for action in the areas of recruitment and placement, upgrading and training. The review of hiring goals would determine whether or not they are realistic and challenging and if outreach efforts to attract the handicapped are present. The selective placement coordinator then would be able to outline corrective action.

#### **Campaign Launched**

A Department-wide publicity campaign was launched in conjunction with National Employ the Handicapped Week—NETH Week—October 7 through 11. Posters were displayed in headquarters and all field offices and material on the successful achievements of handicapped individuals was distributed. The highlight of NETH Week came on Wednesday when a series of films which dramatize the problems, aspirations and achievements of the handicapped was shown continuously all day in the departmental conference room. Employees were invited to view the films

and chat with the headquarters selective placement coordinator. In addition, a private showing of the film, "A Fighting Chance," was arranged for key officials and supervisors along with a presentation on the Rehabilitation Act of 1973 and its impact on them.

#### **Supervisor Training**

Plans are underway to incorporate awareness training into the Department's basic supervisory course. This course is a prerequisite for all new and soon to be supervisors and is given in all ten regional offices and the headquarters operations division. The awareness module planned will be designed to increase the knowledge of HUD supervisors of their responsibilities when dealing with handicapped applicants and employees. The theory here is that when a handicapped employee is placed in the right environment and into a position for which he is qualified, his handicap fades into the background.

#### **Positions**

Many handicapped applicants enter the Federal work force through the competitive process and, therefore, do not need the special attention of the selective placement coordinator. Still others such as the blind or mentally retarded are handicapped in ways that prevent them from performing the duties of a position in a conventional manner. For this reason a total of 50 positions under a special category have been allocated Department-wide for the placement of the severely handicapped. These positions are temporary for up to one year and are outside of the ceiling restrictions normally placed on organizational units of the Department. During this period of time the supervisor and the new handicapped employee work together to determine whether or not a permanent job is feasible or desirable in the organization.

#### **Coordinators in Action**

Coordinators across the country are

"doing their thing." Headquarters' Gerry Drisdale is working with a group of mentally retarded employees to increase their chances for advancement, using vocational interest surveys and individual and group counseling. Results can be found throughout HUD field offices, for example:

#### **Los Angeles**

A blind employee was offered training in stenography and dictating machine transcribing. Upon the vacancy of a GS-5 clerk-dictating machine transcribing position, she applied and was selected.

#### **San Francisco**

Two positions were restructured at the GS-2 level to allow the selective placement of two handicapped applicants.

#### **New York**


Ben Denenberg is coordinating with the supervisors of two victims of cerebral palsy in order to effectively match their work capabilities with the duties of their positions.

#### **Philadelphia**

A totally deaf applicant was hired as a clerk-typist.

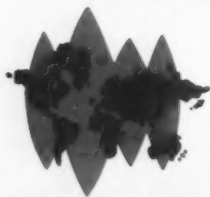
#### **Seattle**

Three new handicapped employees have been selected and placed into positions commensurate with their abilities and related experience.

The Department, in its commitment to the spirit of the Rehabilitation Act of 1973, is continuing to increase its employment of the handicapped through good management practices. Encouraged by the success of this year's program, more attention in fiscal year 1976 will be directed to the attraction and selective placement of the severely handicapped employee. 

*Ms. Coleman is Departmental Coordinator for Selective Placement in HUD's Office of Personnel.*

# Foreign Programs Provide for the Handicapped



Each country faces the challenge of developing a more satisfying life for the handicapped and assuring that they are accorded the same rights as others to equal treatment and opportunity. In many countries, the need for social services has greatly exceeded the funds available, and when priorities were weighed, the disabled were frequently forgotten. As a result, very few facilities designed specially to meet the needs of the handicapped were constructed. Within the past 15 years, however, there has been a new interest in the handicapped. Architects and interior designers have been developing criteria

for a barrier-free environment, including ramps, wider doors, handholds, and other items necessary to the handicapped. Housing types and locations have been considered with the overall goal of providing for more normal and satisfying lives for the handicapped. Housing is a fundamental element in this normalization process.

## The United Kingdom

In the United Kingdom, three percent of the population are registered as physically or mentally handicapped. The majority live in private homes, either alone or with their families. Only five percent of the impaired are housed in accommodations built specially to meet the needs of a specific handicap. Only 60 percent have an inside toilet, a fixed bath, and hot water. Forty percent have incomes below the social security minimum. Three-fourths of those in institutions are over age 35.

Three types of agencies provide housing for the handicapped: local housing authorities, regional hospital boards, and voluntary agencies. Housing developments have been organized to assist individuals who are unable to live alone but cannot live with relatives. It is most often the severely handicapped who are housed by these groups.

## Sweden

In Sweden, roughly 10 percent of the population under 66 years of age are disabled. As in other countries, those with minor disabilities live in ordinary apartments adapted to their needs, while the more severely handicapped live in nursing homes, boarding schools, or with relatives.

The Swedish Government has assumed financial responsibility for the disabled, and various agencies play an active role in improving the quality of their lives. Handicapped persons over the age of 16 receive a disability pension based on their ability to work. A person who has not lost his total working capacity, but at least 50 percent of it, receives one-half to two-thirds of the disability pension. Nearly half the disabled receive some type of pension. Technical aids required by handicapped individuals are paid for by the state—450 items altogether—including such basic items as hearing aids and wheelchairs. The government also provides grants and/or interest-free loans for structural improvements to their homes as well as to places that employ the handicapped.

Municipalities and communes have assumed responsibility for personal care, for services (including some transportation), and for various types of preventive measures. Municipalities draft building development plans, and build suitably designed apartments for the handicapped. Ninety percent of all residential construction in Sweden is supported by state loans. Special housing allowances for the handicapped are also available.

## Denmark

In Denmark, over 6 percent of the population between 15 and 61 years of age, and 10 percent of the population

over age 61 are handicapped. While much Danish housing is of single-story design and can be adapted for use by many handicapped people, investigations have disclosed their living conditions to be of lower-than-average quality. A majority of the disabled live in rural areas.

In 1963, as the result of several studies, a 13-story apartment house, the Hans Knudsen Plads, was built in Copenhagen. A third of its 170 apartments are for rental to handicapped individuals. Fourteen of the apartments have special equipment for use by respiratory patients and their families. The building also includes a nursing annex, a center for care during the day, a protected workshop, reception and banquet rooms, guest room, roof garden, and children's playroom.

### **Federal Republic of Germany**

The German Government has been very concerned with the living conditions of the handicapped. Minimum housing standards require that: subsidized housing be planned with the handicapped and elderly in mind; apartments for the elderly also meet the needs of the handicapped; a sufficient number of special apartments for the severely handicapped be planned as an integral part of new housing estates.

The Germans have developed a Fokus-type society similar to the Swedish group—a society that provides special housing units and special services for physically handicapped persons—and have been striving to integrate the handicapped into the mainstream of society. In a Hamburg cooperative, there are eight apartments designed for wheelchair users. These units include special alcoves that accommodate wheelchairs, special electrical outlets to charge the batteries of electric wheelchairs, and shower equipment that can be used while sitting in a wheelchair or on a bench. The cooperative also features garage parking spaces that accommodate wheelchairs next to cars.

The Germans have tried not only to establish new services, but also to coordinate existing ones. Under consideration is a central answering service which would have up-to-date information on all services provided within a given area.

In one village, an entire area is developed in a barrier-free environment so that shopping, leisure time activities, and places of work as well as housing are planned especially for use by the handicapped.

### **The Netherlands**

Het Dorp, in the Netherlands, is reported to be the world's first village designed specially to provide the housing and social environment needed by the handicapped. Located in the town of Arnhem near the German border, it was opened in 1966. It is situated on 65 acres of land adjacent to the Johanna Foundation, a rehabilitation center for the young physically handicapped.

The planners concentrated on mobility and circulation, and the village was designed as barrier-free. Het

Dorp is intended for disabled persons over 18 years of age whose handicaps are so serious that they cannot live alone in society. While there are accommodations for only 400 handicapped individuals, nearly 1,300 candidates had been considered by 1972. Residents selected are those who will benefit most from the environment.

Each structure in the village is composed of 10 ground-level, single-unit apartments. Each unit has an entrance hall, bed-sitting room, bathroom, and simple cooking facilities. Two apartments are combined to make a larger unit for married residents. Each apartment has a private entrance from the covered, heated walkway located along one side of the building. Nine of every 10 units are occupied by handicapped residents, and the tenth by a non-uniformed, trained attendant. Additional personal care is provided through a staff of attendants living in a central apartment building.

Meals are prepared in a central kitchen, and residents may eat wherever they wish. A community room and kitchen are located in each group of ten units. There, residents may chat, play cards, or gather for meals.

Specially designed buses are available to convey residents to Arnhem for various activities, such as employment, religious services or cultural activities, or visiting with friends and relatives. Three-fourths of the residents are employed, and the Dutch Government subsidizes the wages of those employed in the workshop in Het Dorp, although it allows no workers who produce less than one-third of normal capacity.

### **Canada**

There has been extensive research in the field of housing for the handicapped in Canada in recent years, particularly by the Central Mortgage and Housing Corporation. Like many countries, Canada has cared for her handicapped in institutions for many years. Now design standards are being refined, and more disabled individuals are being moved to noninstitutional accommodations.

One type of housing developed by the Canadians is the residential group home, where small groups of up to 10 people live together in a close-knit arrangement. The Canadian Government helps finance group housing projects under Section 15 of Canada's National Housing Act. Fifty-year mortgage loans can be obtained, covering up to 95 percent of the value.

Depending upon age and needs, a handicapped individual may select either a short- or a long-term group home. Short-term homes serve as halfway houses between the hospital and a permanent home. By living with others who have similar handicaps, the handicapped can help one another cope with commonly shared barriers and frustrations. Frequently, this amounts to an extensive resocialization process. Sometimes, a group home provides accommodations for individuals while architectural changes are being made to their own residence.

*Compiled by Juliann Vann  
HUD Office of International Affairs*

# design for all americans

By Larry B. Kirk



1 If we trace the history of barrier-free design, we will see that it converges with the history of advocacy for the handicapped, at an intersecting point called "today."

A study conducted in 1961 at the University of Chicago produced ANSI Standard (American National Standards Institute) A-117.1, which was supposed to make public buildings accessible. Seven years later, a Federal law (P.L. 90-480) was passed to insure that buildings built or leased with Federal funds would be accessible to handicapped persons. Five years later an Architectural and Transportation Barriers Compliance Board was established to insure that Federal agencies complied with the existing law. One and one-half years after the second law (P.L. 93-112) a permanent staff was formed to carry out the functions of the Board, which is being formed this month (March). However, before all of this can be brought into perspective, we must relate it to what is happening within the handicapped world itself.

Before 1940 no one had lived longer than 6 months with a severed spinal cord. But there is a man alive today whose spinal cord was severed in 1945. At one time, children with cystic fibrosis never lived long enough to go to school. Last year, a victim







1. Has he reached his plateau in life?
2. One step away from employment
3. A "thirst" for access

abilities through disease, traumatic injury, war, or old age. This awareness alone nourishes the attitude that we are designing for **all** Americans, whether that design pertains to a building, a bus, or a program.

### Expanding Horizons

We must start thinking in terms of the lowest common denominator. One place to start is in testing new products. Until now most testing has involved the use of young, vigorous, healthy persons from the Armed Services or university campuses as test subjects. By using handicapped persons to test products, not only will the marketability increase but so will the usability of the product. When the least capable are accommodated, the able-bodied are also accommodated. The person with his leg in a cast, for example, is handicapped temporarily. So is the woman in high heels when she is in a hurry, and the person whose arms are full. In other words, if people can negotiate their environments during temporary and permanent periods of handicap ideal conditions exist for everyone. Then, not only will usability increase, but economy of human resources, like time and energy, will result.

### Spin-Offs

An additional benefit of design for all Americans is safety. Products which are usable by our least capable are safer for all. Facilities which are barrier-free are approximately four times lower in accident rates, and are also much easier to evacuate in times of emergency. Once insurance companies start to charge higher rates on facilities which contain barriers, there will be a distinct shift in our attitudes about construction. Once legislators and code administrators get on the bandwagon, we will all realize that it costs less to design and build in a more usable or more adaptable way than it costs to correct deficiencies later.

of this disease, who had graduated from college and started to teach school, died at the age of 22. Twenty-five years ago the average life expectancy of the U.S. population in general was 62; this year it is 70 and one-half years. During this country's involvement in the conflict in Southeast Asia only one out of every eight men injured by fire died. This was the lowest dead-to-wounded ratio ever recorded. What does this mean in light of a lowering birth rate? Simply that physically disabled persons make up a growing percentage of our population. The 5 percent (11 million) of our citizens who in 1970 were severely handicapped because of a mobility or dexterity limitation will constitute seven and one-half to nine percent of the population by 1980. In aggregate, the 30 million Americans who have physical impairments could increase by as much as 20 percent by 1980.

### Changing Attitudes

The phenomenon of ever increasing numbers of handicapped persons has affected attitudes in several ways. The realization by handicapped people that their numbers are increasing has produced the attitude that they have a legal, inalienable right to be included in everything that America does—and that includes planning. Handicapped persons are no longer content with having things done for them or to them, but would "rather do it for themselves."

Another realization is that anyone can become disabled at any moment or will eventually become physically impaired if he lives long enough. Older persons do not lift their arms as high or raise their feet as high, or hear as well, or see as well as younger individuals. Only 17 percent of the physically handicapped population were born impaired in some way; the other 83 percent acquired their dis-



It didn't cost a dime more to put this telephone where everyone can use it.

Another consideration is the legal aspect of discrimination. In the Rehabilitation Act of 1973, Congress has declared that programs funded by the Federal Government may not discriminate against physically handicapped persons. If private industry follows suit or the law is expanded to cover the private sector, lawyers may be swamped with discrimination suits. Discrimination by design will constitute the largest volume of suits. A housing development which does not include homes designed for the physically handicapped would be subject to complaints of discrimination; not only could a person in a wheelchair **never** buy a house in such developments but he could **never** even visit any friends there. Not being able to get on a bus or train is more severe discrimination than riding in the back.

#### The New Trend

The total impact will not be fully felt until every consumer realizes that "Design for all Americans" means you and me. This is particularly the case in housing, where an average of 30 years is spent in paying for one's home. People have the right to continue living in their homes regardless of any disease or injury which might strike members of their families, or relatives or friends who might visit them. This right should not exclude the aging process.

New attitudes can bring a new world. Changing the way we think, can change the way we design and build. America and Americans are beginning to cast aside old attitudes about the handicapped and their problems. "Design for all Americans" can be a way of the future. ☞

*Mr. Kirk is a staff assistant in the HUD Office of Programs for the Elderly and Handicapped.*

Photos courtesy of  
National Easter Seal Society for  
Crippled Children & Adults

# lines&numbers

## Slowdown in Urbanization

The Current Population Survey of the Census Bureau shows a lower rate of metropolitan growth during the period from 1970 through 1974. Tracing population mobility during the 4-year period, the survey reveals that 37 percent of the U.S. population moved from dwellings occupied at the beginning of the 4-year period.

Over 5.9 million persons moved out of standard metropolitan areas (SMSA's) while only 4.1 million persons moved in—a net loss of 1.8 million individuals. This does not, however, indicate a total population loss to metropolitan areas or a decline in the long term trend toward urbanization. Although migration patterns have changed, at least in the short run, population growth in metropolitan areas increased between the 1960 and 1970 censuses. It is evident that much of the movement is from the central cities to the suburbs and to fringe areas around metropolitan areas. Movement from the central cities exceeded immigration by 5,889,000 while movement to suburbs exceeded outmigration by over 4 million. Black movement to the suburbs exceeded black migration to central cities by 205,000 while immigration by blacks to the suburbs exceeded moveouts by 296,000.

The effects of age on urban migration patterns are less distinct. The movement of persons over 35 years of age out of metropolitan areas is clear. However, the trend for persons between the ages of 14 and 34 years is unclear as the number of movers into metropolitan areas nearly equals the moveouts. Single persons and childless couples are attracted to the amenities of metropolitan living, while many young families are forced to suburban fringes, mainly because of the costs of home financing in areas closer in.

Occupational migration patterns are quite distinct. The number of professional, technical and other highly paid workers moving into metropolitan areas nearly equals the number moving out. Professionals in medicine, law, finance, and engineering generally locate at the point of greatest population concentration and tend to live closer than service workers to their places of employment.

### Migration Patterns—Central City vs. Suburbs March 1970 to March 1974 (Numbers in Thousands)

Central City				Suburbs		
All Races						
	To Central City	From Central City	Balance	To Suburbs	From Suburbs	Balance
Same SMSA	2,317	5,224	(2,907)	5,224	2,317	2,907
Between SMSA's	1,542	3,285	(1,743)	3,285	1,542	1,743
Outside SMSA's	1,633	2,872	(1,239)	2,488	3,093	(605)
To SMSA's						
Total	5,492	11,381	(5,889)	10,997	6,952	4,045
Black						
	To Central City	From Central City	Balance	To Suburbs	From Suburbs	Balance
Same SMSA	286	473	(187)	473	286	187
Between SMSA's	126	183	(57)	183	126	57
Outside SMSA's	253	214	39	121	69	52
To SMSA's						
Total	665	870	(205)	777	481	296

Parentheses indicate negative numbers.

Source: Bureau of the Census, U.S. Department of Commerce.

—Prepared by Robert Ryan  
OMI, HUD Office of Administration

**UNITED STATES  
GOVERNMENT PRINTING OFFICE**  
PUBLIC DOCUMENTS DEPARTMENT  
WASHINGTON, D.C. 20402

Official Business  
Penalty for Private Use, \$300



CHA SERIA3005  
SERIALS DEPARTMENT  
XEROX UNIVERSITY MICROFILMS  
300 N ZEEB RD  
ANN ARBOR MI 48106

POSTAGE AND FEES PAID  
DEPARTMENT OF HOUSING  
AND URBAN DEVELOPMENT

HUD-401



# HUD Challenge

U.S. Department of Housing and Urban Development/Washington, D.C. 20410

## IF YOU ARE...

A public official, builder, developer, lender, architect, planner, or otherwise concerned about housing and the cities... You should subscribe **NOW** to the enlarged **HUD CHALLENGE** magazine—the official publication of the Department of Housing and Urban Development. Pass a subscription form along to an associate if you have already subscribed for 1974.

This 36-page monthly illustrated magazine features HUD program information, projects, policies new directions; achievements by government, private industry, and volunteers; ideas and innovations in the field, interviews and articles from urban experts.

Please send the coupon directly to GPO.

**HUD-312-38-ASI**

☆ U.S. GOVERNMENT PRINTING OFFICE: 1975-583-747/8

## ORDER FORM

To: Superintendent of Documents  
Government Printing Office  
Washington, D.C. 20402

Enclosed find \$\_\_\_\_\_ (check, money order, or Documents coupons). Please enter my subscription to *HUD Challenge* (issued monthly) for one year (\$15.90 a year domestic; \$19.90 if mailed to a foreign address).

Name \_\_\_\_\_

Street Address \_\_\_\_\_

City and State \_\_\_\_\_

ZIP Code \_\_\_\_\_

Please charge this order to my Deposit Account No. \_\_\_\_\_

FOR USE OF SUPPL. BOOKS

--	--	--	--



